

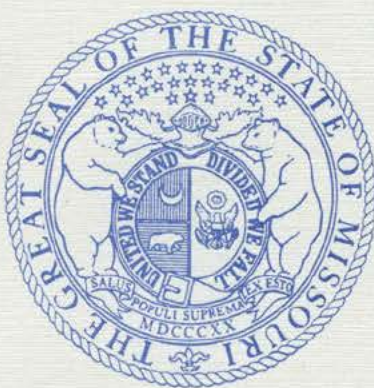
DEC 20 1991

ST. LOUIS COUNTY LIBRARY
MISSOURI DEPOSITORY

DEC 17 1991

Report to the Governor's Commission on Crime

November 1991



Attorney General
William L. Webster, Chairman



**ATTORNEY GENERAL OF MISSOURI
JEFFERSON CITY**

65102

**WILLIAM L. WEBSTER
ATTORNEY GENERAL**

**REPLY TO:
SUPREME COURT BLDG.
P.O. BOX 899
JEFFERSON CITY, MISSOURI 65102**

November 12, 1991

As Attorney General of Missouri and Chairman of the Governor's Commission on Crime, I am pleased to offer this report of the hearings held throughout the state of Missouri.

The Governor's Commission on Crime was established ten years ago by then-Governor Christopher Bond. Under Governor Bond, and subsequently under Governor John Ashcroft, the Commission has drafted criminal legislation, raised public awareness regarding crime prevention, and added a voice of experience in the effort of Missourians to fight crime in our communities.

In early September of this year, the Commission embarked on a series of hearings which took us to every corner of the state. We visited fifteen cities in twenty-six days, hearing from law enforcement officials, elected representatives, community leaders and others about local and regional crime problems, initiatives, and solutions.

We titled the hearings "Community Solutions: Preventing Crime in the 90's" because we believe that the clearest insight into Missouri's crime problems exists at the local level--not in Jefferson City, and certainly not in Washington, D. C. Our goal was to hear from the people on the front lines who deal with the effects of crime on a daily basis. Without their participation, we could not have achieved the successes we have and will not be able to move forward against the tide of crime which threatens our future.

On behalf of the Commission, I would like to thank all who testified and participated in our endeavor. I would also like to thank those who provided invaluable assistance at each of the hearing sites.

Finally, I invite everyone to study this report and its recommendations, keeping in mind that solutions to crime are not only to be found in Jefferson City but also in communities and neighborhoods across Missouri.

A handwritten signature in cursive script, reading "William L. Webster", is positioned above the typed name.

**William L. Webster
Attorney General
Chairman, Governor's Commission on Crime**

CONTENTS

MEMBERS OF THE GOVERNOR'S COMMISSION ON CRIME	1
--	----------

RECOMMENDATIONS	5
------------------------------	----------

Training	6
Community Solutions	8
Substance Abuse	10
Challenges of Law Enforcement	12
Domestic Violence	14
Victims of Crime	16
Jails and Prisons	18
Juvenile Justice	19
Judicial System	20

TESTIMONY SUMMARY	21
--------------------------------	-----------

Columbia	22
Sedalia	25
Maryville	31
Saint Joseph	35
Poplar Bluff	42
Cape Girardeau	46
Hannibal	50
Kirksville	53
Springfield	58
Joplin	63
Rolla	69
Lebanon	73
Kansas City	78
St. Louis	85
Jefferson City	101

APPENDIX	109
-----------------------	------------

Missouri Crime Statistics	I
Missouri Crime Clock	III
Hearing Agendas	IV
Hearing Rosters	XX



Attorney General
William L. Webster, Chairman

Members of the
GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Douglas Abele Cooper County Prosecuting Attorney Boonville	Larry Ferrell Limbaugh, Limbaugh, Russell, & Syler Cape Girardeau
Preston Bass Columbia Police Department Columbia	Jerry Fogel Kansas City
Gilbert Bickel Merrill, Lynch & Co. St. Louis	Howard Garrett Festus
Steven Bishop, Chief Kansas City Police Department Kansas City	George Georgopoulos Emerson Electric St. Louis
Don Bolli, Director Missouri Department of Public Safety Mexico	Clarence Harmon, Chief St. Louis Police Department St. Louis
Jean Paul Bradshaw U.S. Attorney Kansas City	Kenneth Hassler Kansas City
Arthur Brigham Home Incorporated Herman	Stephen B. Higgins U.S. Attorney St. Louis
Marion Cairns Webster Groves	Honorable Mildred Humphreys State Representative St. Joseph
Larry J. Callahan Imperial	Honorable Pat Kelly State Representative Lee's Summit
Bob Crancer Ladue	Diane Kerckhoff Crusade Against Crime St. Louis
James DeClue Emerson Electric St. Louis	Lee Koury Columbia Housing Authority Columbia
James Elder, Executive Director Mid-States Organized Crime Info. Ctr. Springfield	Honorable Jeff W. Schaeperkoetter State Senator Owensville

Neil F. Kurlander, Chief
Maryland Heights Police Dept.
Maryland Heights

Colonel Robert Scheetz
St. Louis City Police Dept.
St. Louis City

Mrs. Lynn Lyss
Clayton

Honorable Dennis Smith
State Senator
Springfield

Jean H. Mathews
Florissant

Honorable Thomas McCarthy
State Senator
Chesterfield

Gary Starke
Pettis County Sheriff
Sedalia

Dick D. Moore, Director
Missouri Dept. of
Corrections & Human Resources
Jefferson City

H. Morley Swingle
Prosecuting Attorney
Cape Girardeau County
Cape Girardeau

Thomas Mountjoy
Greene County Prosecuting Attorney
Springfield

Edward J. Uebinger
St. Charles County Sheriff
St. Charles

Honorable Edward Ottinger
State Representative
St. Louis

Tom Ward
Peerless Park

John T. Pierpont
Greene County Sheriff
Springfield

George H. "Bert" Walker
Stifel, Nicolaus & Company Inc.
St. Louis

H. S. Puri
St. Louis

Honorable Larry Whitten
State Representative
Camdenton

Richard C. Rice, Director
Missouri Department of Public Safety
Jefferson City

Honorable M. Keithley Williams
Jasper County Associate Circuit Judge
Carthage

Dr. Vernon Rice
Kansas City

Chuck Wilson
Chuck Wilson Insurance
Columbia

David A. Robbins
St. Louis Police Board
St. Louis

Honorable Roger B. Wilson
State Senator
Columbia

Honorable Ellen S. Roper
Boone County Circuit Judge
Columbia

Steve Zahner
Independence Neighborhood Council
Independence

Ex-Officio members of the
GOVERNOR'S COMMISSION ON CRIME

Alcohol, Tobacco & Firearms Bureau

Daniel B. Hoggatt
Special Agent in Charge
St. Louis

George A. Rodriguez
Special Agent in Charge
Kansas City

Drug Enforcement Administration

John P. Sutton
Special Agent in Charge

St. Louis

Lewis R. Adams Jr.
Resident Agent in Charge

Overland Park, KS

Federal Bureau of Investigation

Mike Kegebein
Special Agent in Charge
St. Louis

James C. Esposito
Special Agent in Charge
Kansas City

Internal Revenue

Edward L. Federico Jr.
Chief of Criminal Investigation
St. Louis

Kansas City Crime Commission

Jim Graham
Managing Director
Kansas City

Secret Service

Donald M. Schneider
Special Agent in Charge
St. Louis

Doug Buchholz
Special Agent in Charge
Kansas City

U.S. Marshal

Larry Joiner
U.S. Marshal
Kansas City

Missouri Department of Public Safety

Dr. Gary Maddox
Assistant Director
Jefferson City

Debbie Ferguson
Assistant Director
Jefferson City

MG Charles M. Kiefner
Adjutant General of Missouri
Jefferson City
Patrol

Colonel C. E. Fisher
Superintendent
Missouri State Highway

Jefferson City

Richard D. Ross, Director
State Emergency Management Agency
Jefferson City
Commission

Robert R. Buckner, Exe. Dir.
Missouri Veterans

Jefferson City

Arvid E. West Jr., Director
Division of Highway Safety
Supervisor
Jefferson City

Charles E. Smarr,

Division of Liquor Control
Jefferson City

Colonel David E. Scott, Commissioner
Missouri State Water Patrol
Jefferson City

John H. Coburn
State Fire Marshal
Jefferson City

Office of the Missouri Attorney General

Kevin King
General Counsel
Jefferson City

Nathan B. Walker
Director of Administration
Jefferson City

Recommendations

To the Governor's Commission on Crime

The Governor's Commission on Crime accepted testimony from a wide cross-section of Missourians. Opinions varied, and in some cases, contradicted.

The narratives and recommendations below convey consensus. They synthesize common themes and opinions heard throughout the hearings process. A separate summary of each witness' testimony is reported in the next section.

Countless witnesses testified to the high costs of crime. Crime depreciates our quality of life and saps the strength of our communities. It destroys trust and erodes public confidence.

As Chairman, I urge the commission, the General Assembly, and other state government officials to study these recommendations. Missourians have a right to feel secure in their homes and property. Each proposal below merits thoughtful review and serious consideration.

Training

Missouri's minimum law enforcement training standard is inadequate. Although state highway patrol officers receive more than 1,000 hours of initial training and police officers in Kansas City and St. Louis are required to have at least 600 hours of training, the state requires only 120 hours of training for all other law enforcement officials. Moreover, law enforcement officers in cities of less than 2,000 or departments with less than four officers are not required to have any training. This places Missouri last among the 50 states in the number of hours required for officer certification.

Yet, however clear the inadequacies of Missouri's law enforcement training standard, it is also plain that obtaining the necessary funds for increased training has proven difficult. Most local law enforcement budgets are strapped. For example, many county sheriff's departments watch helplessly as their annual budgets are swallowed by the spiraling costs of health care for jail inmates. Similarly, the state budget is tight. The Department of Public Safety is not immune to the budget withholdings which have impacted executive departments and others. Simply stated, finding the resources necessary for increased training will not be easy.

Still, it appears that the time has come to move beyond the funding challenges that have held back this state while all others have increased their training requirements. Virtually every law enforcement officer who testified to the Commission recognized the need for greater training for rural agencies. Although many rural sheriffs expressed concerns about logistics of securing training for their deputies, they also suggested that the gap between metropolitan and rural communities is not as wide as it once was. Drugs, homicides, rapes, and other crimes know no boundaries.

Recommendations to the Commission

- Increase Missouri's minimum training requirement for law enforcement officers.
- Develop a specialized curriculum within Missouri's law enforcement training academies to account for the needs and duties of county sheriffs and their deputies.
- Develop a uniform basic skills test for officers graduating from law enforcement academies to ensure that they have acquired the basic skills necessary to carry out their duties.
- Encourage the implementation of a continuing education requirement for Missouri law enforcement officers.
- Encourage establishment of a closed-circuit link between the state highway patrol's training academy, other law enforcement training academies, and the state's junior colleges as a means of providing both basic and continuing training to law enforcement officers.
- Encourage establishment of a training film library through the Department of Public Safety.
- Encourage specialized state training for juvenile officers.

Community Solutions

In many parts of Missouri, law enforcement has entered a completely new era. Police officers no longer attempt to go it alone in the effort to curb the state's rising crime rate. Instead, they are enlisting members of the community to assist them. They have developed programs to stimulate positive interaction between citizens and police officers and to address the social, economic, and environmental problems which often lead to crime.

Police officials from across the state testified to the Commission about their attempts both to develop a larger presence in the neighborhoods and to open stationhouse doors to citizens. Some police departments have revived a tried and true method of becoming more involved with the communities they serve. They have placed more officers on foot patrols—that is, they have put more cops on the beat. Other agencies have invited citizens to become an active part of the police department. They have instituted citizen police academies to display the rigors of law enforcement training and everyday work. Some have even utilized citizen volunteers to perform clerical tasks, and in some cases, to perform limited, non-confrontational police work.

More importantly, law enforcement officers have become an integral part of the education system. Police officers' involvement in Drug Abuse Resistance Education—the D.A.R.E. program—receives nearly unanimous acclaim. One hundred forty-six police departments now participate in this program which has reached more than 88,000 students. Other programs, such as "Lunch With a Cop" and Junior Deputies give children positive interaction with police. At the college level, proactive crime prevention programs have proven effective in curbing campus crime.

Recommendations to the Commission

- Endorse and promote community policing programs which attempt to forge an alliance between law enforcement officials and the community at large.
- Promote the continuation and expansion of community crime prevention initiatives in local jurisdictions throughout the state.
- Support more police foot patrols.
- Facilitate utilization of volunteers in policing.
- Encourage the use of citizen police academies.
- Support elementary and secondary education programs such as D.A.R.E., "Lunch with a Cop," and the Junior Deputies program.
- Promote crime prevention programs on college campuses.

Substance Abuse

In the 1980s, drugs cast a shadow over the urban centers of this country. In the 1990s, that shadow threatens our rural areas as well. Throughout the hearings, sheriffs and police chiefs from across Missouri brought the same message to the commission: the drug situation is serious, and it is the source of most of our crime-related problems. As yet, there is no end in sight.

However, all the news is not bad. The Crime Commission found many programs that clearly work. For example, D.A.R.E. has proven itself to be among Missouri's foremost weapons in the war on drugs. Likewise, Missouri's regional drug task forces have been tremendous assets across the state, particularly in Missouri's rural communities.

The commission heard a great deal of testimony regarding alcohol abuse. Several M.A.D.D. (Mothers Against Drunk Driving) chapters participated in the hearings. Their crusade against the senseless deaths and injuries caused by impaired drivers has raised awareness, reduced injuries and saved lives across this state.

Recommendations to the Commission

- Increase state investment in Missouri's D.A.R.E. programs.
- Encourage the continuation and expansion of a statewide D.A.R.E. resource office within the Department of Public Safety.
- Consider the establishment of a drug prosecution task force within the Office of the Attorney General. This group would be available to assist Missouri prosecutors in the prosecution of drug-related offenses.
- Reduce drug demand through increased penalties for drug users, youth education and treatment for individuals addicted to drugs.
- Support legislation which would make multiple arrests for possession of 35 grams or less of marijuana a felony rather than a misdemeanor.
- Support legislation which would expedite the eviction from public housing of individuals dealing drugs.
- Support programs to demolish and clear away dilapidated housing in order to eliminate their use as drug havens.
- Support full implementation of the recommendations in the Final Report of the Governor's Advisory Council on D.W.I.

Challenges of Law Enforcement

As demands and requirements of law enforcement have grown, funding has stagnated—and has even declined in some cases. The crime rate continues to climb; and training, technological advances, and federal and state mandates add to the resource needs of already overburdened departments. Law enforcement professionals should be applauded for their success in bridging the gap between resource support and the realities of crime, but more is needed.

Sheriffs, police officers, and citizens asked the commission to consider measures to enhance law enforcement funding and efficiency. Several key funding initiatives are worthy of additional support. The commission was also asked to enhance coordination and cooperation among agencies and departments. Greater cooperation would curb duplication of efforts and broaden the impact of anti-crime efforts.

Recommendations to the Commission

- Establish a broad-based law enforcement council to agree on common ten-year goals for Missouri law enforcement.
- Remove state highway patrol funding cap.
- Review state funding of crime labs and encourage development of a uniform funding mechanism.
- Increase state highway patrol manpower.
- Urge Congress to amend the federal Fair Labor Standards Act (*Garcia*) to exempt law enforcement agencies.
- Encourage and facilitate utilization of volunteers to perform routine law enforcement duties.
- Consider a statewide, multi-user law enforcement communication system.
- Extend search and seizure power to the state highway patrol
- Consider a mandate to earmark all principal and interest derived from traffic violation citation fees for law enforcement purposes.
- Extend full police powers to officers serving in Missouri's regional narcotics task forces.
- Grant full police powers to all campus police and housing authority security personnel; require standard law enforcement training for such officers.
- Encourage software and computer compatibility among law enforcement agencies to facilitate inter-agency cooperation and database access.

Jails and Prisons

Reforming the operation of jails and prisons within Missouri has become a priority to many law enforcement officials. At the local level, the operation of county jails is often nearly cost-prohibitive. Inmate health care costs absorb a substantial percentage of county budgets. Moreover, the transportation of inmates requires considerable man hours. As resources are stretched closer to their limits, law enforcement officials become increasingly willing to consider the prospect of privatization and voluntary regionalization of jail facilities. By the same token, other measures geared at reducing public monetary outlays—such as shifting cost of incarceration to inmates—gain support.

The Commission also considered testimony directed at reforming the operation of state prisons. More prison space may need to be constructed to house the growing number of felons and to give the probation and parole board more latitude to hold inmates for longer periods before granting parole. Large numbers of C and D class felons probably deserve incarceration, but they are pushed out of the system as a result of minimum sentencing requirements. While in prison, however, inmates should be encouraged to use their time to improve their lives, perhaps by pursuing a General Equivalency Degree (GED) or undergoing treatment for substance abuse. Young offenders might also benefit from incarceration targeted at their special needs.

Many witnesses further observed that the probation and parole system deserves greater resources and would benefit from community-based rehabilitation programs.

Recommendations to the Commission

- Establish a broad-based task force to study the creation of a regional jail system in Missouri.
- Consider developing a matching fund program or a state operated liability and/or health insurance program for county jails to reduce the heavy monetary burden which many counties now face.
- Consider the feasibility of private construction and operation of jails through the use of tax credits or other incentives.
- Allow sheriffs and other law enforcement officials transferring prisoners to the state department of corrections system to deliver those prisoners to the nearest department of corrections facility; prisoners could be assembled at these various state facilities and then could be transported to their ultimate destination on the existing inter-facility transportation system.
- Provide for closed-circuit arraignments or arraignments-by-telephone so that sheriffs in outlying counties are not forced to spend a day transporting a single prisoner to and from an arraignment proceeding.
- Encourage initiatives which shift the expense of incarceration to the offender.
- Urge the construction of additional prison space.
- Provide additional treatment programs for substance abusers within Missouri's correctional institutions.
- Require inmates of state correctional facilities to earn a General Equivalency Degree before becoming eligible for parole.
- Consider the development of a boot camp penal facility for offenders ages 18 - 25, allowing youthful offenders to be housed separately from hard-core adult criminals.
- Encourage the short-term incarceration of young, small-time offenders closer to home and family to allow community rehabilitation and to avoid any negative effects of incarceration.
- Increase the number of probation officers to improve probation supervision.
- Encourage each probation and parole district to establish a money management course for use as part of the parole conditions of bad check writers.

Domestic Violence

One in three women is physically abused at some time during her life by an intimate partner. Only one case in ten is reported to police. In the United States, four women die each day from spousal abuse. Abused women average two trips to the emergency room per year. Women who are not abused average two trips in their life.

In nearly every community the Crime Commission visited, testimony was presented on the subject of domestic violence. A wide variety of issues were covered, including the need for maintaining statistical data regarding domestic violence, the need for consistent applications of the Adult Abuse Act and the need for expedited methods of child support collection.

The Commission met a large network of individuals wholly dedicated to providing alternatives to the victims of domestic violence. Their work across Missouri is clearly invaluable. With few resources and minimal funding, they have succeeded in bringing this critical issue to the fore.

Recommendations to the Commission

- Require Missouri law enforcement agencies to maintain and report statistics regarding domestic violence.
- Encourage domestic violence training for law enforcement officers, prosecutors and judges.
- Support legislation to implement mandatory wage assignment of child support payments.
- Encourage consistency in the application of the Missouri Adult Abuse Act by state judges, particularly as the law applies to court fees and temporary grants of child custody.
- Promote standardized procedures among law enforcement agencies to deal with child sexual assault victims.
- Encourage the use of D.A.R.T., Domestic Abuse Response Teams, throughout Missouri.
- Consider supporting legislation to ensure that victims of domestic violence may receive full benefits from Missouri's Victim's Compensation Fund.
- Encourage broad coverage of "Families First," Missouri's family preservation plan, which provides counseling and support to families in crisis.

Victims of Crime

Too often, crime victims are forgotten by the judicial system and law enforcement. Victims bear the suffering and everyday burdens of crime which are not conveyed by faceless crime statistics. Numerous witnesses called for victims' participation to be allowed and encouraged in every stage of our system of justice.

Moreover, the commission was asked for its endorsement for the proposed crime victims amendment to the Missouri Constitution. The crime victims amendment would elevate victims to full partnership in the fight against crime. Active support from the crime commission and its members would lend additional credibility and momentum to the drive for the victims amendment.

Recommendations to the Commission

- Endorse the crime victims amendment to the Missouri Constitution.
- Encourage the division of probation and parole to notify crime victims, and their families, of the release of criminals prior to their actual release date.
- Provide for the use of video-taped victims impact statements at the parole stage of criminal proceedings to alleviate emotional and travel burdens of recurring trips to parole hearings.
- Urge the creation of a state office of victim's services to encourage and coordinate local efforts and distribute information.
- Authorize more funding from the existing victim's compensation fund for additional employees to reduce the backlog in processing victims' claims and avoid the loss of federal matching funds.
- Mandate reporting of university crime statistics to uniform reporting authorities.

The Judicial System

Judicial reform was a clear theme which ran through many of the Commission's hearings. Citizens, judges and prosecutors voiced their frustrations over a system which is too often slow and unpredictable. While this nation's courts have historically been noted for their fair treatment of persons accused of crimes, individuals across Missouri strongly expressed their view that courts must begin to put more effort into accommodating the needs of victims and their families.

For example, the Commission heard testimony regarding trial delays caused by last-minute judicial disqualifications. Presently, an automatic disqualification may be obtained anytime up to three days prior to a preliminary hearing or up to ten days before a bench trial. In rural counties, where alternate judges are not readily available, such disqualifications routinely cause four to six month delays in prosecution. Increasingly, defendants seek disqualification specifically for this purpose.

The Commission also heard suggestions for the revision of Section 546.630, RSMo, which permits the entering of a civil judgment in a criminal action. The suggested revision would clearly allow victims and families of victims to file for restitution in criminal cases. Such orders of restitution would permit victims to garnish wages or attach property even after probation has ended.

Recommendations to the Commission

- Urge the supreme court rules committee to amend present rules regarding automatic disqualification of judges in criminal trials.
- Support legislation which would revise Section 546.630 RSMo 1986 and allow victims of crime to file restitution claims pendant to criminal prosecutions.
- Study the feasibility of a circuit prosecutor system throughout Missouri to ensure that every circuit has a full time prosecutor.
- Relieve prosecutors of the responsibility for child support modification motions for AFDC recipients.
- Evaluate the use of alternatives to incarceration for non-violent offenders.
- Study sentencing guidelines to create greater uniformity in sentencing among jurisdictions and judges.

Juvenile Justice

Missouri's juvenile justice system is designed to give young offenders a second chance. Under-age offenders are arguably less culpable than adult offenders. And, as one witness observed, it is far more cost-effective to work with youths before they turn age 16, than to house them in prisons from age 17 to 75.

Nonetheless, the juvenile justice system should reflect modern society. Today's youth matures in an environment that is very different from the environment for which the juvenile system was designed.

Juvenile offenders must be held accountable for their actions. They should learn to respect authority, and they should learn that serious consequences result from illegal activities. These lessons are especially valuable to impressionable young offenders.

Recommendations to the Commission

- Expand community service and financial restitution programs for juvenile offenders.
- Establish a task-force to study and redraft the juvenile code; the code should account for our modern social environment and ensure that criminal actions elicit fair but firm punishment.
- Mandate greater parental involvement in the juvenile justice counseling process.
- Encourage adequate funding for juvenile curfew centers.
- Urge development of adult role-modeling programs for at-risk youths.
- Encourage communities to provide after-school activities for young people.
- Expand supervised probation for young misdemeanor offenders.

Testimony Summary

COLUMBIA**September 9, 1991**

The Columbia hearing of the Governor's Commission on Crime took place on Monday, September 9, 1991. The hearing was held in the City Council Chambers of the City-County Building, 701 E. Broadway, Columbia, Missouri, from 10 a.m. to 1 p.m. Approximately 50 people attended the hearing.

The following commissioners were present for the Columbia hearing: Attorney General William L. Webster, Jean Paul Bradshaw, Nathan B. Walker, Preston Bass, Don Bolli and Chuck Wilson.

Testimony**Mayor Mary Ann McCollum,
Columbia**

Mayor Mary Ann McCollum of Columbia welcomed the commission and described to it a program funded and operated by the city of Columbia which provides jobs for disadvantaged young people. The program has forged a partnership between area schools and various community agencies and businesses. Young people ages 14 through 18 are given the opportunity to develop job skills and career interests, as well as to earn money. This past summer, 125 youths completed the program.

**Dick Green, Director
Columbia Parks and Recreation
Department
and****Dr. George Brooks,
Community Leader**

Dick Green and Dr. George Brooks reviewed for the commission the wide variety of programs operated by the parks department for area residents. Most importantly, these two gentlemen described the Moonlight Hoops program, a basketball league scheduled late at night for individuals

13 through 25. The goal of the program is to involve individuals in productive activities during otherwise high crime hours. The "sunset league" serves youngsters 13 to 17, and operates from 8 p.m. to 10 p.m. A separate league designed for 18 to 25 year olds runs from 10 p.m. to midnight.

Each session begins with discussions between the players and a community leader regarding topics such as AIDS, drugs, sex, crime etc. Prominent persons in the Columbia area such as Doug Smith and Leo Lewis have served as discussion leaders.

**Chief Ernie Barbee,
Columbia Police Department**

Chief Barbee of the Columbia Police Department discussed the significantly increased drug problem in Columbia that has resulted from the spread of crack cocaine. "Crack arrived on the scene in 1989. Immediately, we began to see an increase in violence, particularly in public housing. We saw increased robberies, purse snatchings, shootings . . ."

Barbee voiced strong support for the D.A.R.E. program. D.A.R.E. is currently being operated in every school in Boone County. "I really think education is probably the long-term solution to drugs and the associated violence." Chief Barbee also expressed his support for operating additional foot patrols in high crime areas between the hours of 7 p.m. and 2 a.m.

**Sheriff Ted Boehm,
Boone County**

Sheriff Ted Boehm of Boone County testified regarding a wide variety of law enforcement issues. Boehm stated his support for granting search and seizure powers to the highway patrol. He described the success of the "crime stoppers" program in Boone County, and he emphasized the need for additional training hours for Missouri's law enforcement personnel.

Boehm also voiced his support for

Columbia's Rainbow House, a shelter for the children of abusive parents.

**Joe Moseley, Prosecuting Attorney,
Boone County**

Prosecuting Attorney Joe Moseley voiced his strong support for Columbia's Rainbow House, a shelter for children. Rainbow House, said Moseley, not only benefits the children but also indirectly assists in the prosecution of abusive parents by helping to build bonds of trust between authorities and the abused children. Moseley recommended the creation of crisis nurseries and crisis day care as a means to further help children caught in the cycle of abuse.

Moseley also commented on the increase in violence in Boone County over the past two decades. The two largest areas of increase, said Moseley, have been in the areas of domestic violence and burglaries. Moseley believes the increase in burglaries can be directly tied to drugs. "This summer I had five homicide cases. Five murder cases pending. Never in my time here have we had so many murders at one time. And of the five, two were domestic violence cases and three were drug-related."

Finally, Moseley noted that Boone County has had success with developing alternatives to incarceration such as pre-trial release programs, work-release and electronic shackling.

**Colleen Coble, Director
Missouri Coalition Against Domestic
Violence**

Colleen Coble told the commission that domestic violence is the single greatest cause of injury to women in Missouri. One in three women is physically abused at some time during her lifetime by an intimate partner. Patterns of abuse develop if the original assault goes unchecked: 80% of women incarcerated in Missouri have histories of abuse.

Coble listed several potential initiatives which would help in the fight against domestic violence:

- Institute a uniform system of reporting for domestic violence crimes in Missouri. At present, no reliable statistics are kept regarding domestic violence.

- Include instruction regarding domestic violence in

the training sessions for police officers, judges and prosecutors. Presently, these groups receive little to no instruction in the area.

- Bring together all of Missouri's abuse assistance resources under one roof. Presently, programs for child abuse, elderly abuse and abuse against women are segmented throughout state government.

- Domestic violence should be listed among the crimes which make up the persistent misdemeanor offender code.

- Law enforcement agencies should institute a mandatory 24-hour hold for anyone arrested for domestic violence. This

"This summer I had five homicide cases...Never in my time here have we had so many murders at one time. And of the five, two were domestic violence cases and three were drug-related."

*—Joe Moseley
Boone County Prosecutor*

program has been instituted with considerable success in other states.

**Chief Richard Gillespie,
Fulton Police Department**

Chief Richard Gillespie expressed to the commission his deep concern over the rising drug problem in Missouri. "Over 25 years in this business, I've never seen anything as bad as this drug problem or anything as important as strong drug enforcement."

Additionally, Gillespie voiced his concern over Missouri's officer training standards, calling the present requirement of 120 hours "archaic." It is difficult to keep good officers in the small towns under the present conditions, Gillespie said. Such officers soon move on to bigger pensions and better conditions in the urban areas.

**Chief Ron Mason,
University of Missouri-Columbia Police
Department**

Chief Mason discussed issues of crime on the UMC campus. 97% of crimes on campus involve crimes against property, burglary and larceny. Approximately 3% of campus crimes involve acts against persons.

Mason testified that police officers at all University of Missouri branch campuses lack full police powers. He stated that the realities of the modern universities require that campus police be given this power.

Finally, Mason stated his opinion that all university and college law enforcement departments should report their crime statistics in the Uniform Crime Report. Presently, only three of Missouri's 40 public colleges report their campus crime statistics.

**Wayne Thomason,
Law Enforcement Training Institute of
Columbia**

Wayne Thomason appeared before the commission specifically to testify about Missouri's 120-hour training requirement.

"I'll tell you where we stand with the

120-hour training standard. 120 hours is last in the nation, 50th out of 50 states. The average training standard nationwide is 400 hours, and that was based on a study which is several years old. I'm sure the average is higher now.

"In a 120-hour program, there are two hours devoted to domestic violence. There are three hours devoted to narcotics, drug-related statutes and the impact of drugs on the street. There is one hour devoted to juvenile law. Recent studies from the Bureau of Justice say that 60% of a patrol officer's time is consumed by juvenile issues. And we spend one hour on it."

**Pat Glasier,
Director of The Shelter**

Pat Glasier, director of The Shelter, discussed the need for coordination and consistency between different levels of the law enforcement community. Statutes such as the Adult Abuse Act are frequently applied inconsistently by police and judges across Missouri.

Glasier also voiced her belief that all Missouri communities with populations of 10,000 and above should be served by a women's shelter. At present, there are only 14 shelters statewide. As a result, many abused women must drive up to 175 miles to reach the assistance of a shelter. Obligations such as children and work frequently make such long trips impossible for these women.

**Lee Koury,
Columbia Housing Authority**

Lee Koury of the Columbia Housing Authority spoke regarding the importance of cooperation between security personnel of the housing authority and local police. Such cooperation is essential to comprehensive investigations.

Koury also commented on the need for an increased minimum training standard for law enforcement personnel in Missouri.

SEDALIA
September 9, 1991

The second hearing of the Governor's Crime Commission was held in Sedalia on Monday, September 9, 1991. The commission heard testimony in the Pettis County Commission hearing room in the Pettis County Courthouse. The hearing began at 2:00 p.m. and ended around 5:40 p.m.

Approximately 25 attended the hearing. Chairman William L. Webster and commissioners Gary P. Maddox, Sheriff Gary Starke, and Nathan B. Walker heard testimony from 15 witnesses. Two written submissions were also received.

Testimony

**Sheriff Gary Starke,
Pettis County**

Sheriff Starke commented on a recent poll indicating that most people think that crime is inevitable and that it is a police problem. He expressed hope that the Crime Commission Hearings and the exchange of information that they would promote would help dispel these myths. Sheriff Starke emphasized that economic and psychological costs make us all victims of crime.

Starke indicated that rural law enforcement officers generally know who is responsible for local crimes. To him, the problem is not in identification or in the court system, but in what to do with individuals identified. "There simply is not enough prison space available," in Missouri, according to Starke. He claimed that the majority of felons sentenced to the Missouri Department of Corrections serve approximately 15% of their full sentences. Starke believes that more criminal lockups will make it clear that if an individual violates the law, he will be punished; only then will the deterrent effect regain creditability.

"There is nothing unreasonable or uncivilized about fast, sure, or swift justice."

In summary, Starke testified that over the past several years the most successful and effective anti-crime programs have been initiated by citizens, rather than by government. Citing the example of Mothers Against Drunk Driving and the Ad Hoc Group Against Crime in Kansas City, he encouraged everyone to take an active role "to reduce the victimization of people across Missouri."

**Corporal Randy Vick,
Johnson County Sheriff's Department**

Corporal Vick spoke about the major concerns relating to law enforcement in Johnson County, Missouri. The lack of sufficient manpower is the main concern in Johnson County, which has a population of 42,000, with 22,000 living in unincorporated rural areas, and 834 square miles. Currently, five road officers divide the duties of patrolling that area around the clock. Corporal Vick indicated that it is especially difficult when one officer covers such a large area because criminals often have superior equipment to monitor police communications and dispatch.

In the last four years, the number of Johnson County road officers has been reduced from seven to five. Vick feels that adequate road patrols are especially important to deter crimes of theft and domestic violence. In 1990, Johnson County had 129 burglaries; by September 1991, they already had surpassed that mark.

Vick stated that "the 120-hour basic [training requirement] which we have right now is not adequate training for a police officer to be put out on the street." The corporal also related that the Johnson County Sheriff's Department often serves as a training ground for departments with greater resources. After getting their basic 120 hours of training, Johnson County deputies are often recruited away by larger departments

and state and federal agencies.

In 1987, the Johnson County Sheriff's Department answered 1,975 complaints; in 1990, the Department answered 3,509. Vick attributed part of the rise to the low incarceration rate that Sheriff Starke had mentioned. He indicated that the public should realize that the fight against crime "is like an insurance policy." "You're paying a little bit up front to save a lot of money, and a lot of pain and a lot of anguish and suffering in the long run."

**Sheriff Robert Breshears,
Benton County**

Sheriff Breshears testified about the changes he has seen in the sheriff's office over the past 16 years. When Breshears was first elected, no law enforcement training was required, and as sheriff, he was the only officer. Truman Lake and population growth have caused many changes in Benton County and require more law enforcement officers. The sheriff indicated that Truman Lake and the summer crowds place unique demands on the sheriff's department. Thefts and other property crimes are a particular problem.

Breshears agreed that 120 hours is not enough training for law enforcement officers. Yet, he indicated that manpower shortages in many of the rural counties allow very little time for deputies to leave the county for training.

Finally, Breshears dissented the dilapidated condition of his county jail. It was built in 1850, and it is now insecure and dangerous. Because he does not foresee local support for a new facility, the sheriff expressed some support for a regional jail system.

**Sheriff Jerome Wareham,
Henry County**

Sheriff Wareham testified that Truman Lake is also a factor in Henry County. Henry County has a population of 20,044, and the three parks on the lake can

accommodate about 15,000 people. According to Wareham, the population of Henry County is almost doubled on a four-day holiday. The sheriff and five road deputies cover Henry County, including the parks, around the clock. In addition to the deputies, Wareham has one jail administrator and one jailer. Although Henry County uses reserve officers, they have problems training them.

Wareham related that he does not enter into a contract with the Army Corps of Engineers to provide over and above normal patrols in the lake parks. He believes that, as written, the contract does not pay enough to cover its requirements. Sheriff Wareham also praised the D.A.R.E. program.

**Chief Doug Bolar,
Sedalia Police Department**

Chief Bolar praised the D.A.R.E. program implemented last year by his department. The chief indicated that violent and even property crimes are not as bad in Sedalia as in the major cities, but he cautioned that rural areas should prepare for crime problems and criminals that, according to his information, are migrating out of the cities.

The chief testified that because more sophisticated criminals are moving into the rural areas, officers need more sophisticated police training. He admitted that officers often cannot leave their jurisdiction for training, and he called for more training programs to be offered in outstate Missouri. Bolar also called for more police services, such as lab work, and more law enforcement funding to be targeted to outstate Missouri.

**Chief Robert Pattison,
Clinton Police Department**

Chief Pattison described the successes of the multi-jurisdictional drug task force in which his department participates and requested that funding continue for the program. He also discussed officer training.

Pattison believes that regardless whether an officer works in a major metropolitan area or in a small city the officer needs 450 to 600 hours of training. He stated that 120 hours just barely touches on important information and procedures.

The chief also described the drinking and drug problems that the lake area is bringing into his community. He testified to the direct and indirect adverse effects on crime caused by drugs. Pattison warned that interdiction efforts on the major interstates are driving drug trafficking onto secondary roads and highways. And, he called for interdiction efforts on these secondary highways.

**Chief Tom VanZandt,
Lexington Police Department**

Chief VanZandt supported Sheriff Starke's call for more correctional facilities in Missouri, and he indicated that probation should be less available for convicted criminals. The chief testified that there were more burglaries in Lexington in January 1991, than in all of 1990. He noted a 32% increase in crime this year and expressed a need for more resources to fight it.

VanZandt called for the state to recognize high-quality training offered by local departments. He noted the desire among officers for more training and suggested "creative financing within our court system" to pay for training.

Next, the chief proposed that systematic, computerized record keeping be organized throughout Missouri law enforcement to facilitate quick and easy exchange of information. VanZandt believes that uniformity can be achieved at low cost and that computer compatibility would be a great tool for law enforcement. More broadly, the chief suggested that Missouri law enforcement officials should agree on 10-year goals and begin working together toward them. VanZandt also expressed

concern that many officers are not adequately covered by their jurisdictions' liability insurance policy.

**Chief Kerrick Alumbaugh,
Bolivar Police Department**

Chief Alumbaugh echoed Chief Bolar's support for D.A.R.E. and other youth education programs on substance abuse and crime. In the chief's opinion, positive contacts between law enforcement officers and young people may be the greatest benefit of youth educational progra

Alumbaugh estimated that more than 90% of his crime problems "come out of Kansas City." Easy interstate access and close proximity seem to be factors contributing to this.

According to Alumbaugh, the "training issue is the single most important issue in the state of Missouri." He supported a training requirement of at least 600 hours for all officers. The chief testified that because of the increasing need for cooperation among law enforcement agencies, training requirements should be uniform throughout Missouri, regardless of the size of the department.

**Liz Wehrle, Executive Director
Survival Adult Abuse Inc.**

Survival Adult Abuse operates in Warrensburg. Wehrle called for more access to medical care and housing for abused, indigent women. She noted that in spouse abuse situations the abused spouse is often forced to leave the family home to escape the abuse. Wehrle further called for more police training on domestic violence.

In addition to sheltering battered women and children, Survival Adult Abuse teaches women and children that abuse is wrong. Wehrle hopes that the abused learn to stand up for their rights and learn that it is wrong for them to become abusers. Wehrle also requested more state funding for shelter progra Up to the time of her testimony,

Survival Adult Abuse had sheltered 58 women and 71 children and had provided approximately 2,500 bed-nights and 6,000 meals in 1991.

**Lorene Obong, Executive Director
Citizens Against Spouse Abuse**

Citizens Against Spouse Abuse (CASA) offers a 24-hour hotline and has never turned a battered woman away. At the time of the hearing, CASA had sheltered over 80 clients and 105 children and had provided 1,418 bed-nights and 4,240 hot meals since January 1, 1991. Obong noted that the demand for CASA's services had been increasing; CASA was considering expansion of their facilities.

Obong testified that CASA is exploring new programs for abused, disabled women, programs for children, programs to educate elementary school children on domestic violence (to break the cycle), and more follow-up support for abused women. Despite noted shortfalls, Obong supported court-mandated counseling for male abusers. While emphasizing that substance abuse does not cause domestic violence, Obong conceded that it is a major factor in domestic violence.

**Tim Rucker, Crime Prevention Officer
Department of Public Safety,
Central Missouri State University**

Officer Rucker described the student information program and other "pro-active" crime prevention efforts he administers. Crime statistics are decreasing at CMSU, and Rucker attributed the decrease to increasing crime awareness. Recently, he began a bi-weekly crime prevention column

in the student newspaper.

Rucker is a full-time crime prevention officer. All CMSU officers hold reserve police commissions from the city of Warrensburg. Rucker believes that successful crime prevention requires cooperation from all levels of law enforcement and citizen participation. He cited the success at CMSU as evidence of the effectiveness of cooperative, pro-active efforts.

**Tim Larimore,
Lafayette County Prosecutor**

Mr. Larimore called for a new method of calculating anti-crime resource needs in rural counties. Currently, population and assessed valuation are the primary factors. Larimore commented that tourist spots, interstates and proximity to urban centers can have a much greater relationship than population and assessed valuation.

He stated that the crime problem could be solved with more manpower—both police officers and prosecutors.

Larimore noted Lafayette County's proximity to Jackson County and the fact that Lafayette County has the longest stretch of I-70 in the state. He testified that the crime rate is "incredible" in Lafayette County and that the problems come out of Kansas City. Larimore further testified that drug dealers admit that they move out into Lafayette County because Lafayette has less money and manpower to fight them. As an example, he noted that his office handled 5000 more traffic citations than did the Jackson County prosecutor's office, yet

"There is nothing unreasonable or uncivilized about fast, sure or swift justice."

*— Gary Starke
Pettis County Sheriff*

Larimore and one assistant handle all prosecutions in Lafayette County, while there are three assistants in Jackson County to handle traffic tickets alone.

Larimore stated that he spends 65 to 90 hours per week on prosecution business and indicated that the Lafayette County prosecutor's position should be full time and paid accordingly. He also mentioned that 75% of his work is for the state, and he called for state financial support. Larimore noted that judges are paid by the state.

Larimore also called for more stringent probation standards. He cited a case where his prosecution sent two brothers to the penitentiary. One brother was sentenced to two years, and the other was sentenced to 120-day call-back. Ironically, the brother sentenced to two years returned to the community before the brother sentenced to 120-day call-back.

Larimore claimed that "90% of the crimes committed in [Lafayette] County [are] the result of drugs." He asserted that the main focus in the fight against drugs should be "on the demand side." He proposed stiff and repetitious punishment for drug users because he believes that dealers and a drug supply will always follow high demand, regardless of the punishment for dealers.

Finally, Larimore endorsed regionalization of county jails and stressed the need for law enforcement agencies to end their turf battles and enhance their cooperation.

**Jeff Mittelhauser,
Pettis County Prosecutor**

Although he is categorized as a part-time prosecutor, Mittelhauser devotes his full time to the prosecutor's office. He no longer has a private practice. He closed it after about one year as Pettis County prosecutor. Mittelhauser acknowledged that part-time prosecutors had largely opposed full-time status when he started as

prosecutor, but he stated that that attitude had changed in recent years.

Mittelhauser lauded the Pettis County Drug Task Force. He indicated that it fosters cooperation not only among law enforcement agencies but also among law enforcement agencies and his office. Mittelhauser related his belief in coordinating with police agencies from the investigation stage through prosecution.

Mittelhauser called for stiffer penalties for drug users. He noted that when felonies were graded a few years ago according to amount in possession, the average penalty actually went down. He recommended that possession of one pound of marijuana be elevated to a B felony, 10 pounds be elevated to an A felony, and second misdemeanor possession of marijuana be elevated to a felony.

Finally, Mittelhauser suggested that yearly retraining be required for law enforcement officers. He stated that prosecutors could probably provide some continuing training. And, the state should recognize training that prosecutors are already providing.

**David and Nancy Kirby,
Sedalia Residents**

The Kirbys testified on the recent theft of their belongings from a Sedalia public storage facility. They called for stiffer regulation of these facilities. In particular, they called for a law requiring storage facility owners to post on their premises the number of burglaries they have had in the current month and to provide a record of previous months. They would also include a requirement that all renters be notified whenever a burglary occurs at the facility and a ban on facility owners keeping master keys to rented storage units.

**Stanley M. Thompson,
Ray County Prosecuting Attorney**

Mr. Thompson covered several

subjects. He urged the state to "consider removing jury sentencing in all felony and misdemeanor cases," because valuable information for sentencing is kept from the jury and because jury sentencing often leads to inconsistent results.

Thompson also wrote that it would be beneficial to make all prosecutors in Missouri full-time prosecutors. He called for state funding for adequate prosecutorial staffing and pay—or at least state mandates—but he urged that prosecutors continue to be locally elected. Thompson wrote "that the state of Missouri is more willing and able to fund the defense of charges prosecutors file than the local governmental entities are able or willing to expend to prosecute them." He also mentioned two cases he prosecuted last year, in which the private defense attorney's retainer to defend the charges was more than Thompson's prosecutor compensation for the whole year. In a related area, Thompson urged that county business be removed from Missouri prosecutors' responsibility and be given to an appointed county counselor.

Thompson's letter also discussed prisoner probation and parole. He suggested that the state review its parole policies and enact guidelines for more uniformity throughout the state. He cited one case where an individual served only six or seven months of a seven-year sentence, and he noted the mistrust that citizens feel when they see cases like that. Thompson questioned the propriety of the department of probation and parole sending letters to all prosecutors urging them to reduce sentence requests for drug offenders, multiple DWI offenders, and class C and D felons.

**Mayor Leroy Fisher,
City of Blairstown**

Mayor Fisher asked that the state "make our laws mean what they say," and he suggested that the courts are where we should begin. Fisher detailed a criminal case with

which the city of Blairstown is involved. In 1989 and 1990, Blairstown's city clerk embezzled money. The case has been thoroughly investigated and turned over to the court system; however, through many continuances, the case had not yet gone to trial.

MARYVILLE

September 11, 1991

The Maryville hearing of the Governor's Commission on Crime was held in the city Council Chambers at the Maryville City Hall on Wednesday, September 11, 1991. The hearing lasted from 10 a.m. to noon.

Attorney General Webster, Crime Commission chairman, commissioner Gary P. Maddox and commissioner Nathan B. Walker heard the witness testimony. Approximately 27 people attended the hearing. Eight submitted testimony to the commission. Two law enforcement officials were conducting an investigation at the scene of a violent crime and were unable to testify as scheduled.

Testimony

Keith Wood, Maryville Department of Public Safety

Keith Wood emphasized to the commission that rural crime is unlike urban crime in Missouri. Rural areas are fortunate to have a lower violent crime rate than urban areas. However, Wood noted that Maryville does have crime problems, especially problems related to alcohol abuse among minors.

Wood expressed support for funding educational program. He stated that the D.A.R.E. program has been very positive and has opened lines of communication among police officers and school children. Wood predicted that the true benefits of the D.A.R.E. program will be clear as the first participants in D.A.R.E. reach adolescence. Wood also supported enhanced basic training requirements for law enforcement officers and noted that his department enjoys a high level of cooperation and good relations with the Missouri State Highway Patrol.

David McLaughlin, Associate Professor of Government, Northwest Missouri State University

Mr. McLaughlin re-emphasized the great success of the D.A.R.E. program. He emphasized that alcohol abuse is the number one youth problem in Maryville. He estimated that young people drinking were involved in 95% of the crime in the community. McLaughlin stated that he would like to see Maryville drug and alcohol educational efforts expanded into the middle and secondary schools. He testified that a recent survey of Northwest Missouri State University students showed that the number one drug problem, again, was alcohol abuse. The survey found that almost without exception, sexual assault crimes are accompanied by alcohol abuse by both the victim and the perpetrator.

McLaughlin testified to his strong support for the Maryville Middle School Children at Risk Program, which identifies and works with at-risk youth. He also described the local juvenile justice committee, which brings together local agencies and individuals to discuss youth problem. Overall, McLaughlin indicated that Maryville is a close-knit community with a low crime rate and a high quality of life.

Rick Bradley, Chief Juvenile Officer, Fourth Judicial Circuit

Mr. Bradley's circuit encompasses the counties of Atchison, Holt, Nodaway, Gentry and Worth and encompasses 19 school districts and 27 schools. Bradley testified that it is sometimes difficult to cover the entire circuit with himself and two deputy juvenile officers. In 1988, the Fourth Circuit juvenile office had 345 referrals and contacts. In 1990, that number went to 1,180, and in the first eight months of 1991, it is at 1,852. Bradley attributed much of the increase to a more aggressive and cooperative circuit judge. He also noted high levels of cooperation with the schools and the state

and local law enforcement officials throughout the circuit.

Bradley stated that the biggest problem in the juvenile system is lack of resources. He expressed belief that greater spending on juvenile services would be more cost effective and successful in the long run than spending on adult incarceration. Among the fourth judicial circuit juvenile office's recent successes, Bradley noted the community service restitution program — which has ordered juveniles to pay over 750 hours of community service work and over \$6,000 in restitution — and he noted the task program, a 10-hour drug and alcohol information group for young offenders. Bradley estimated that well over 50% of the juveniles in his circuit that committed criminal-type offenses were under the influence of alcohol and/or drugs. Although Bradley had found that alcohol abuse had affected far more juveniles than drug abuse, one child abusing drugs like acid may cause far more expense to the community, juvenile office, and court than "having 30 or 40 kids out drinking."

Bradley further testified that the state juvenile reporting system is abused in some areas of the state. He also commented that juvenile officers have ample authority so long as they are under a supportive judge and have good relationships with local law enforcement officers.

**Gilbert Whitney, Chairman
Northwest Missouri Area Agency on
Aging**

Mr. Whitney testified that the area agency on aging has earmarked a very modest sum for legal services in the 18 county, northwest Missouri area, and they do not spend all that is earmarked. Whitney's greatest crime concern was scams and confidence schemes targeted against the elderly. He described the scope of the tragedy when an elderly person's life savings are lost to a con artist.

Whitney also expressed concern about

elderly abuse, exploitation and neglect. The elderly are often reluctant to come forward because the perpetrators are often family members or close friends. They want to avoid the anguish and embarrassment that public charges against family and friends would bring.

**Chief Mike McAdams,
Tarkio Police Department**

Chief McAdams stated that crime problems in rural areas are different but just as real as crime problems in metropolitan areas. Tarkio, Missouri, a community of approximately 2,200 people, provides 24-hour-a-day police protection and service. McAdams cited Tarkio's support for the police department as a successful response to crime. The Tarkio Police Department has four full-time officers and two reserve officers. McAdams stated that a commitment to a police force and full-time street patrolling in such a small town provides a strong deterrent against crime.

Members of the Tarkio Police Department also present programs at local schools to establish trust and friendship between the officers and children in the area. Despite Tarkio's success, McAdams worries that increasing financial pressures and the loss of Tarkio College may force Tarkio to join other communities of its size and decrease its law enforcement efforts. The chief indicated that greater state and federal support for local law enforcement and officer training is needed. Aside from direct costs, McAdams noted that officer training requires additional manpower and traveling expenses—which are higher for a community five hours by car from Jefferson City.

**Mike Thompson,
Jail Ministry, Lay Pastor**

Aside from the jail ministry, Mr. Thompson is chairman of the Advisory Board of Family Guidance and a participant

in the Task Force program. Thompson and the Nodaway County Ministerial Alliance offer nondenominational counseling and instruction in local jails with a focus on substance abuse. Thompson indicated that substance abuse problems extend beyond juveniles. He estimated that not only have 90% of the participants in the juvenile program had drug/alcohol problems but 90% of the parents of children in the program have also had drug/alcohol problems. Thompson believes that counseling children is often a wasted time if the parents are not also brought into the process.

Thompson commended the local community, courts and law enforcement agencies for their strong support of his efforts. He noted strong local financial and volunteer support. But, he expressed concern about bureaucratic red-tape and liability issues hindering the progress of volunteer organizations.

**The Honorable John C. Andrews,
Judge, Fourth Judicial Circuit**

Judge Andrews testified about opportunities to provide solutions to crime in the rural areas having very dramatic effects on peoples' lives at a very low cost. He cited several successful local initiatives and programs implemented at almost no cost to taxpayers. The judge stressed that the five counties in his circuit operate on lean budgets.

Next, Andrews lauded the new Missouri law, Section 211.393(3), which

provides for state reimbursement to counties for two deputy juvenile officers. But, he noted that the law could be improved by placing the officers directly on the state payroll, rather than providing reimbursement at the end of the year. End-of-the-year reimbursement forces county governments to finance the program for the first 12 months.

According to Andrews, "We cannot afford to incarcerate all the criminals as adults and provide for them for the rest of

their lives." [W]e're having to release criminals back on to society after very, very short periods of incarceration."

Andrews stated that juvenile programs are an opportunity to make a positive impact at a low cost and to reduce the number of adults entering the prison system.

He emphasized that "it would be much better to work with people up they are 16 years old, than to imprison them from age 17 to

75." Andrews testified that the current juvenile code is unfair because it often fails to force juveniles to account for their actions; and, when they reach the age of 17 they are dumped into a tough adult system which shocks and amazes them.

Andrews also noted the high cost of transporting prisoners to Fulton for incarceration in the Missouri Department of Corrections. He explained that the Department of Corrections sends a bus from Cameron to Fulton daily, and that it would provide a great cost savings for northwest Missouri counties if prisoners could be taken to Cameron and put on the state bus for

"We cannot afford to incarcerate all the criminals as adults and provide for them for the rest of their lives ... it would be much better to work with people up until they are 16 years old, than to imprison them from age 17 to 75."

*— John C. Andrews
Worth County Judge*

Fulton. Prisoner transportation costs include substantial mileage and officer time away from his jurisdiction.

**Officer Richard Moore, Campus Safety,
Northwest Missouri State University**

Officer Moore explained Northwest Missouri State University's move toward a pro-active approach to crime. They are establishing a crime prevention program. Moore also talked of the difficulties that sometimes arise because campus officers are commissioned through the county. He stated that sometimes it seems as though campus officers have two bosses—the university and the county sheriff. Finally, Moore indicated that all of the campus officers agreed that 120 hours is far too little police training for the duties they are asked to perform.

SAINT JOSEPH

September 11, 1991

The Governor's Crime Commission heard testimony in Saint Joseph on Wednesday, September 11, 1991. The hearing was held in the Division Five Circuit Courtroom at the Buchanan County Courthouse.

With Chairman William L. Webster and commissioners Jean Paul Bradshaw, Gary P. Maddox, and Nathan B. Walker present, the hearing opened at 2:00 p.m. and lasted until after 5:30 p.m. Approximately 50 people attended and 14 testified. One written submission was also received.

Testimony

Chief Arthur Kelly III, Saint Joseph Police Department

Chief Kelly explained the community policing concept that the St. Joseph Police Department is implementing. He estimated that approximately 25% of police time in St. Joseph will be dedicated to community policing. Community policing relies on permanent interaction among officers and the neighborhood residents and merchants they serve. The spirit of service is stressed over adventure. Police and citizens work together to improve the quality of life in the community and solve crime problems. As solutions are implemented, the police inform the citizens of progress.

According to Kelly, citizen involvement is essential for effective law enforcement. Officers are encouraged to participate in community groups as advisors and coaches. This allows them to interact with citizens before trouble starts. Kelly stated that "mutual respect goes a long way toward preventing fear and misunderstanding, and deals with the issue of unnecessary use of force."

Community policing also encourages officers to work with other public and private

agencies to solve problems. Kelly recognized that "problems of crime, fear and disorder can't be solved by the police agencies alone." The chief testified that this approach requires the department to shed some of its 911 calls. Community policing is designed to preempt many calls. Some routine calls now handled by officers on-the-scene will be handled by mail and over the phone. Kelly maintained that community policing is more cost effective than 911/emergency response oriented policing. He noted that calls for service from the St. Joseph police have almost tripled since 1980 while police manpower has decreased by one-third.

On the topic of drugs, Kelly testified that a "good portion of [St. Joseph's] property crimes are drug-related," and a "good portion of [St. Joseph's] violent crimes are drug-related." But, he indicated that alcohol, rather than cocaine or marijuana, is the major problem. He estimated that alcohol plays a part in 80% of police calls. Kelly asked that the state legislature reconsider the "prize laws" for seizures in drug-related crimes.

The St. Joseph Police Department has a drug awareness program for the city schools, a crime prevention speakers bureau and a neighborhood watch program.

Carl Butcher, Chairman Department of Criminal Justice, Missouri Western State College

Mr. Butcher proposed that the state require at least two years of education for police officers. He suggested that the areas of Missouri "that need the training the most are those areas that have the least money" to support it. He further suggested that manpower and training shortfalls in the rural areas would encourage crime to shift from major cities into less populated areas. According to Butcher, greater training requirements would enhance professionalism in law enforcement, and greater professionalism would not only

ensure the rights of citizens but it would also ensure that cases are properly investigated and able to withstand court challenges.

Butcher also expressed his belief that the public should be informed and educated about the way the criminal system functions. He indicated that the system is much more complex than commonly thought, and public understanding of the system is necessary to achieve public support.

Missouri's correctional system is another concern for Butcher. He cautioned that longer prison terms may be a poor response to our crime problem. He indicated that more prison time is not cost effective, that our prisons are already overcrowded and that when prisoners are finally released, they are far more dangerous than before they were incarcerated. Butcher suggested that the state explore more treatment programs for prisoners, but he emphasized that he was not necessarily suggesting prisoner rehabilitation.

**Sheriff Loren Kier,
Andrew County**

Sheriff Kier's testimony focused on money for law enforcement. He testified that rural sheriffs' departments only receive money left over in the general county fund after all other priorities have been addressed. Kier stated that "the state . . . needs to step in with some money." According to the sheriff, the recent court ruling requiring state drug forfeiture money to be turned over to schools hurt law enforcement efforts. Kier called for the state to pay the medical expenses of county prisoners up on state charges. He also stated that the counties should receive a share of federal Drug Enforcement Agency money now going to the highway patrol.

Kier testified that Andrew County has five full-time road deputies who cover 850 miles of roads around the clock. He stated that "with five personnel on the road, 850 miles is like a needle in a hay stack," and he

noted the additional law enforcement needs caused by Andrew County abutting St. Joseph. The sheriff also related that the county jail was above capacity, with 23 prisoners.

To curb drug abuse, Kier maintained that elementary-age children must be educated about drugs, however, his department is unable to afford the training and manpower requirements of a D.A.R.E. program.

The sheriff favors a 240-hour training requirement for Missouri law enforcement personnel, but he doesn't favor a higher requirement. Kier suggested that the 120 hours of a 240-hour requirement should be taken after one year of on-the-job experience. He also suggested that the circumstances of every department are different, and therefore, on-the-job training should be counted as part of a 240-hour requirement. Kier mentioned cost—cost of training and cost of lost manpower—as the major factor inhibiting training.

**Dwight K. Scroggins Jr.,
Buchanan County Prosecutor**

Mr. Scroggins testified that "the number one problem locally, statewide and nationally is the problem with drug and alcohol abuse." "That's something that has to be addressed beginning with the youngest children on up." Scroggins further testified that "alcohol is far more of a problem statewide and nationwide and certainly on a local basis than drugs." He estimated that 75 to 80% of crime involves drugs or alcohol, but alcohol is four times more likely to be involved. He called for more money from the state for educating children about substance abuse.

Scroggins touted the effectiveness of the drug strike forces established in St. Joseph with drug grant money available through the Missouri Department of Public Safety. The strike force concentrates the efforts of all local law enforcement agencies.

Scroggins praised the new DWI law and stated that DWI prosecutions should be taken out of municipal courts in larger jurisdictions. He testified that municipal courts deal with DWI's "like speeding tickets." Scroggins also indicated that many C and D felons now serve only 15% of their sentences. He suggested that the state adopt "truth in sentencing"—either by increasing actual time served or by decreasing stated sentences—to restore confidence in the system.

Scroggins supported regionalization of jail facilities and regionalization of the court system. He called for the Crime Commission to support the crime victim constitutional amendment to be placed before the voters in November 1992. He recognized that Attorney General Webster had been very active in the enactment of the statutory crime victim provision.

Finally, Scroggins described Buchanan County's written protocol for dealing with child victims of sexual assault crimes, and he called for the state to require a similar protocol so children will not be further traumatized by the criminal justice system after the assault occurs. He also called for a felony non-support statute, so that non-payment of child support by out-of-state parents can be remedied.

**Diana Taylor, Director
YWCA Women's Abuse Shelter**

Diana Taylor testified that domestic violence is the number one cause of injury and death to women in the U.S., and that "one out of every four women is battered on a regular basis." She also discussed child abuse. The St. Joseph YWCA has a

children's therapist to work with abused children, and there is a waiting list to see her.

Taylor noted that the YWCA shelter had never been forced to turn away women in danger. She commented that the shelter's "goal is not to fix or end relationships," but to stop the abuse. The St. Joseph YWCA is a pioneer in treating the abusers and perpetrators of violence. Taylor cited studies, as well as anecdotal evidence, supporting the effectiveness of abuser treatment.

Taylor called for education about abuse, beginning at an early age and continuing through high school. She claimed that 25 to 30% of teenagers in dating relationships are already in violent relationships. Taylor also outlined St. Joseph's domestic assault council formed to provide an inter-agency response to abuse, and she noted that the community had "been very positive in its support of the shelter."

*"... Problems of crime, fear
and disorder can't be solved
by the police agencies
alone."*

*— Arthur Kelly III
St. Joseph Police Chief*

**Sheriff Mickey Gill,
Buchanan County**

"The basic problem facing law enforcement in [Sheriff Gill's] judgment is the high level demand for service and the lack of resource at the local level." Gill indicated that a neighborhood watch program and using volunteers to help with routine matters are low-cost options to improve law enforcement in his county.

According to Gill "beyond question, the biggest challenge that confronts law enforcement today is the drug problem." The second major problem the sheriff cited was the overcrowding of jails, and he

partially attributed this to the drug problem. To counter these problems, Gill suggested education at an early age. His department has a junior deputy program which is geared to the sixth grade and covers a wide range of topics. He indicated that a focused program like D.A.R.E. is also warranted, although his department did not yet have a D.A.R.E. program.

Gill suggested that more emphasis should be focused on money laundering and drug-dealer finances. He supported forfeiture of tangible assets used in drug use or dealing, and stated that getting "the money back into the local system would help the sheriffs." The sheriff also called for state moneys to expand local law enforcement efforts—particularly for small- and medium-sized departments.

Jail operations were the largest component of Gill's most recent budget, and prisoner medical costs were a big factor in the jail budget. Gill supported higher training standards. But, he reiterated Sheriff Kier's belief that on-the-job training should count for a portion of the requirement.

**Robert B. Paden,
DeKalb County Prosecutor**

Mr. Paden has been a third-class county prosecutor since 1963. He testified that in 1963 he "had 300 to 400 misdemeanors a year including traffic and maybe six or eight felonies" and he "never heard about drugs." Now, drug and drug-related crimes occupy approximately 80% his prosecution time.

Paden testified "that the root of all problems in law enforcement in third-class counties is a lack of funding. DeKalb County law enforcement is handled by the sheriff and a deputy in the process of meeting his 120-hour training requirement. Paden related that his "constituents expect maximum results from minimal taxes."

Paden stated that prosecution in third-class counties is no longer a part-time job, yet prosecutors continue to receive part-

time compensation. Forty-four new prosecutors were elected in 1990; Paden believes that prosecutors are retiring to avoid the growing caseload. He proposed that the state consider some type of district attorney system. Paden noted that, ironically, under the current system his circuit has five part-time prosecutors and seven full-time judges.

Paden also noted the inequity of sentencing and jail time. An offender with a one-year sentence in the DeKalb County jail is likely to serve more time than an offender with a three-year sentence in the department of corrections. Paden lamented that sentencing also varies widely, depending on the county and the judge. He called for some sort of equalization.

**Sheriff Roger Pollard,
Clinton County**

Sheriff Pollard discussed the Clinton County jail program extensively. Clinton County houses overflow prisoners from other small towns, Kansas City suburbs, and federal agencies. On average, Clinton County houses 30 prisoners. The prisoners are minor offenders. Clinton County charges \$35 per day to house prisoners, and Pollard estimated that overhead costs are approximately \$12.50. Client agencies pay for their prisoners' medical expenses. Last year, Clinton County grossed about \$300,000. Pollard testified that he turns away enough prisoners in Clinton County to fully occupy a 133-man detention center.

Pollard stated that the current 120-hour basic training requirement is designed for police departments, not sheriff's department. According to the sheriff, stopping cars, search and seizure and other police duties are a small portion of sheriffs' duties. He called for more emphasis on serving civil papers, civil liabilities, and running a jail. Pollard maintained that almost 50% of what he does is jail related, yet there is almost no training on how to run a jail. He noted that jail training would save counties

time and money by decreasing the number of prisoner lawsuits. Clinton County has had no prisoner suits under Pollard's watch.

Clinton County abuts Buchanan, Clay, and Platte counties. It is close to Kansas City and St. Joseph and has interstate access which, according to Pollard, "puts [Clinton County] in quick contact with Kansas City drugs and criminals." The sheriff testified that there are at least two large organizations operating in his county that are responsible for much of the cocaine and crack trade. He also testified that heroin is on the upswing. Pollard stated that a large percentage of the drugs flowing into his county were coming from Kansas City and St. Joseph.

In addition to the sheriff, Clinton County has four road deputies and one investigator; the sheriff stated that if he had twice the manpower he could not adequately "do what needs to be done." Pollard maintained that drugs are the motivating cause of most property crimes and a large percentage of violent crimes. He estimated that drugs cause approximately 80% of local crime.

Pollard praised the Caldwell, Clinton, and Dekalb County Drug Task Force. He indicated that the state-administered federal grant which supports the task force is very helpful in the drug fight. He plans to pursue more joint enforcement efforts with Kansas City departments.

**Larry Andrews,
Associate Professor of Criminal Justice,
Missouri Western State College**

Professor Andrews' main topic was police training. In the criminal justice department at Missouri Western there are 450-plus majors. Andrews testified that upon graduation many of those criminal justice majors take jobs paying about the same amount as entry level police officer positions. Andrews proposed that the state require a college degree for entry-level police positions. He indicated that a two-year

degree could be required immediately, and in the future, a four-year degree could be required. He stated that practical police skills and training could be incorporated into the current criminal justice curriculum at a low cost, and he noted that the requirement would shift some training costs to individuals. In addition, the professor supported mandatory in-service training and annual retraining.

Andrews also testified in support of the new Crime Stoppers program in the St. Joseph area. Crime Stoppers is a multi-county organization operated through the Buchanan County Sheriff's Department and the St. Joseph Police Department. The professor lauded the program as a low-cost, community-wide effort with strong support from the local media. In the first 14 months of the program's operation, 415 calls were received resulting in 35 arrests and recovery of at least \$4000 in merchandise.

**Captain Fred M. Mills,
Troop H, Missouri Highway Patrol**

There are 59 state troopers assigned to provide full-time coverage in the 15 counties of Troop H. Statewide, Captain Mills testified that the highway patrol is currently understaffed by 39 officers and 37 civilian support personnel. The captain stated that "the cap on highway funds [has] created a severe problem for the highway patrol."

The marijuana eradication program in Northwest Missouri has caused a further drain on Troop H's resources this year. In conjunction with some sheriffs' departments, Troopers in Northwest Missouri have arrested 80 marijuana harvesters on felony charges since June 1991. Ninety percent of the harvesters were from out-of-state—mainly Florida.

Mills supported search and seizure power for the highway patrol. He noted that the highway patrol is the only police agency in Missouri and one of two state highway or police patrols in the country unable to apply

for and serve a search warrant. Mills also discussed training at the Missouri State Highway Patrol Academy. Recruits go through 22 weeks of training at the academy and 8-12 weeks of on-the-job training with a veteran officer.

**Dee Sundet,
Neighborhood Watch Program
Participant**

Sundet described how her neighborhood organized its watch program. A Summer 1983 burglary of a neighborhood home provided the impetus for the program. The residents were sleeping in the house when the burglary took place.

The watch area encompasses 154 homes. Sundet testified that approximately 60% of the homes participate in the program, and the other 40% are identified and can be contacted in an emergency. She identified pitfalls in establishing a neighborhood watch program but stated that the program "has done really well." According to Sundet, the "nice thing about [the program] is that it's a very basic idea and is nothing really complicated. Almost anybody can do it."

**Honorable Edwin Smith,
Presiding Judge,
Fifth Judicial Circuit**

Judge Smith addressed criminal sentencing in state courts, jail overcrowding and the state probation and parole system. According to Smith jurors are given inadequate information for criminal sentencing which leads to inequities and inconsistencies. The judge also indicated that after the trial and sentencing in the current system, jurors often "feel they've been lied to." He proposed either sentencing only from the bench or bifurcated trial and sentencing proceedings for juries.

Smith testified that jail overcrowding also affects sentencing. He noted cases in which local budget crunches created pressure for early releases in his circuit. As a solution, Smith proposed jail regionalization. He

recommended St. Joseph as a regional jail center and expressed his belief that regionalization would create more efficient jails and a more professional atmosphere. In turn, Smith indicated that regional jails would decrease county governments' civil liability from prisoner lawsuits.

The judge also recommended a county house-arrest program for minor offenders. He testified that house arrest decreases day-to-day as well as capital costs for confining offenders. Prisoners would be forced to pay for their house-arrest costs, but Smith cautioned that provisions should be made for qualifying indigent prisoners.

Smith further testified on the state probation and parole system. He stated that there are too few probation and parole officers, and the officers are overly restricted in the types of cases they are allowed to supervise. Under the current system, some judges release prisoners without any real supervision, while others refuse to release at all. Smith concluded that the current system leads both to injustice and more overcrowded prisons.

Finally, Smith called for regionalization of judicial resources. He stated that "you have to start with the principle that one judge per county is not necessary and give the judiciary more autonomy in deciding where the judicial resources will be used." Further, "you don't have that argument anymore about time and distance." Smith estimated that revamping the judicial system would allow for fewer judges with higher salaries.

**David Shoemaker,
St. Joseph Resident**

Mr. David Shoemaker expressed his belief that state money is wasted on marijuana eradication. He stated that wild marijuana is not a problem because it has no potency. He emphasized that only cultivated marijuana is valuable as a drug. According to Shoemaker, the growing number of out-

of-staters arrested for harvesting wild marijuana in Missouri "do not realize [it] is worthless."

**Mayor Keith K. Stanton,
Savannah**

Stanton emphasized that he was speaking as a citizen, not as Mayor of Savannah. He spoke of the need for a return "to the old work ethic" for prisoners. Stanton proposed that we take prisoners caught picking marijuana "out and work them 12 hours a day tagging the marijuana" to send a message to other would-be offenders. Stanton believes that "criminals have more rights now than the balance of the taxpayers." Stanton cited earlier testimony that 120 hours of training is no longer enough for law enforcement officials as evidence that criminals now have too many rights. In conclusion, he called for some of the laws protecting prisoners or criminals to be eliminated.

**Mayor Randall Relford,
City of Cameron**

Mayor Relford called for more funding to support more law enforcement officers and add prison space. He lamented that plea-bargaining and probation policies are weakening the penalties for crime. Mayor Relford also called for more treatment and drug and alcohol rehabilitation for prisoners.

In conclusion, the mayor called for a shift in our responses to crime. He suggested that more programs of crime prevention would lessen incidents of crime. He stated that there should be "more social intervention in the homes and in the areas where there is a high rate of crime."

POPLAR BLUFF

September 12, 1991

The Poplar Bluff hearing of the Governor's Commission on Crime took place on Thursday, September 12, 1991. The hearing was held in Room 203 of the Butler County Courthouse, 100 North Main, Poplar Bluff, Missouri, from 10 a.m. to noon. Approximately 30 people attended the hearing.

The following commissioners were present for the Poplar Bluff hearing: Attorney General William L. Webster and Nathan B. Walker.

Chief Dennis Long, Poplar Bluff Police Department

Chief Dennis Long testified regarding the substandard training received by law enforcement officers in Missouri. "To be a beautician, you have to have almost 1,000 hours of training, but to carry a weapon and to make arrests you only have to have 120 hours. We now rank 50th of 50 states in the amount of hours of training we require of our officers, and if we were to double our requirement we would still be ranked 50th."

Long, who also acts as president of the Southeast Missouri Regional Narcotics Task Force, also spoke of the need to grant officers serving in the task force police powers which extend outside the officer's normal jurisdiction. Presently, a Poplar Bluff police officer assigned to the Southeast Missouri Narcotics Task Force is without police powers outside of the Poplar Bluff area.

Finally, Long expressed the view that law officers in Missouri should be granted the power to remain in hot pursuit of a suspect across jurisdictional lines. "If one of my officers gets behind a man that is weaving across the road—obviously intoxicated—and that man makes a beeline for the city limits, my officer has no jurisdiction to pursue that man across the city line."

Sheriff Bill Heaton, Butler County

In his testimony, Sheriff Heaton supported the notion that officers should be granted the power of arrest anywhere in Missouri. He also voiced his support for increased training requirements, however he brought out the manpower difficulties many smaller departments would have as a result of extended training periods.

Heaton suggested that a director of the Missouri Regional Narcotics Task Forces be placed directly under the Governor. Under the director, a board could be placed, made up of law enforcement officers involved in the task force. The board would make monthly reports to agencies within the force, keeping lines of communication open statewide.

Finally, Heaton brought up the need for interstate certification of law enforcement officers. "I have hired a deputy from Arkansas who has over 1,400 hours of academy training. However, when I bring him to Missouri, he is no longer considered certified. That makes it hard. Here I've got an experienced man, already schooled, and I've got to spend more money to get him certified in the state of Missouri."

Max Clodfelter, Butler County Probation and Parole Office

Max Clodfelter testified to the dramatic increase in the number of cases handled by the Probation and Parole Board. For instance, in 1980 District 25 of Probation and Parole—a five-county area in Southeast Missouri—served 225 clients with four parole officers. Today, District 25 services 840 clients with 15 parole officers.

Clodfelter told the commission that many alternative forms of incarceration are presently utilized. The organization operates between 75 and 100 electronic monitoring

devices in Southeast Missouri. Additionally, they operate a community service program that requires individuals on parole to perform labor for non-profit and public institutions.

**Sheriff Henry Snyder,
Wayne County**

Sheriff Snyder echoed the sentiment of most law enforcement officers that training requirements must be raised, but emphasized the manpower burden that such increases would place on small departments.

Snyder also stated that the highway patrol needs additional undercover agents to assist in drug investigations around the state.

Finally, Snyder supported the idea of creating a system of regional jails around the state. "My jail is an old jail. It's just one big room with a bullpen in there. And besides being outdated, it's too small. Our increase in prisoners has been twofold this year. I tremble every day about a lawsuit."

**Sheriff Jack Davis,
Pemiscot County**

Sheriff Jack Davis testified that he favored the creation of regional jails in Missouri. Maintaining a jail, he said, can be the most difficult task for many small departments.

Davis voiced his strong support for

D.A.R.E. "It has been a tremendous asset in our county. A school on the south end of our county informed me at the end of the D.A.R.E. program semester that during those days that the D.A.R.E. officer was in attendance there was virtually no absenteeism in the building where he was instructing, not only in the grade he was instructing but also in the lower grades."

Davis also expressed his appreciation of the regional drug task force in his area. "The task force has been the thing that has kept our department afloat. Our road deputies do not have the time to spend on narcotics and also do their process serving, their burglary investigations and other duties as well."

Finally, Davis stated that he was opposed to granting the highway patrol search and seizure powers "because they don't have to be responsible to the local people nor do

they have to be responsible for the operation of the jail."

**Sheriff Jim Elliott,
Dunklin County**

Sheriff Jim Elliott of Dunklin County told the commission that he favored the creation of a Missouri Bureau of Investigation, run separately from the highway patrol, to assist in the investigation of specialized crimes.

"To be a beautician you have to have almost 1,000 hours of training, but to carry a weapon and to make arrests you only have to have 120 hours. We now rank 50th of 50 states in the amount of hours of training we require of our officers, and if we were to double our requirement we would still be ranked 50th."

*— Dennis Long
Poplar Bluff Police Chief*

Elliot also favored the institution of a "120-day rule" within the state judicial system. Individuals frequently spend unreasonable periods of time in county jails awaiting trial. These stays can cost the local sheriff's department \$1,000 per month in medical costs alone. A "120-day rule" would require law enforcement authorities to process prisoners—from the filing of charges to sentencing—within 120 days, unless a waiver was granted by the local court.

Elliot favors increased training standards but believes that until there is standardized pay for law enforcement officers throughout the state, increased training levels will lead to a migration of officers to the higher paying areas, leaving small communities ill-equipped to deal with local problems.

**Leigh Ann Hall,
Community Council on Child Abuse and Neglect**

Leigh Ann Hall urged the appointment in every county of a victim's advocate to work with victims of domestic violence. The victim's advocate could provide information, support, advice and referrals to community services to such victims. It would provide a human link between the victim and the system, and it would serve as a liaison with the local prosecutor's office.

Hall also requested the commission call for stricter child support enforcement. It is estimated that 100,000 fewer Missouri families would live below the poverty line if child support payments were made regularly.

**Chief Doyle Crow,
Parma Police Department**

Chief Doyle Crow told the commission that he is the only law enforcement officer based in Parma. Crow stated that a chief of police should be able to question juveniles without having to bring in a juvenile officer. "Our juvenile officer is busy, and you can

never get a hold of him."

Crow urged that more undercover drug agents from the highway patrol be made available to the rural police departments. He also suggested that the used equipment of the highway patrol be made available to the smaller communities at reasonable prices.

**Judge John Clark,
Butler County Associate Circuit Court**

Judge Clark expressed to the commission his deep concern over two aspects of the legal system. First, Clark criticized the extensive use of plea bargains by prosecutors. "Plea bargaining is most often used to drop other pending charges in exchange for a guilty plea on one offense. This has been done for so long that the offender, if he has any knowledge of the system, will often commit several offenses because in all probability he will only be held accountable for one offense, if he is caught at all. Plea bargains have contributed to what these days seems to be a total lack of respect for the judicial process."

Second, Clark addressed the matter of automatic disqualifications of trial judges. "As you know, anytime up to three days before a preliminary hearing a judge can be automatically disqualified. Anytime up to 10 days before a bench trial a judge can be automatically disqualified. These rules don't create substantial delays in metropolitan areas where you have a number of other judges readily available to proceed with a previously scheduled case. However, in rural areas, the number of judges is obviously fewer, and it will typically take three to six months to reschedule the matter. Such delays almost always work to the detriment of the prosecution."

**Judge Fred Copeland,
34th Judicial Circuit**

Judge Copeland urged the development of intermediary penal facilities to house

offenders ages 18 to 25. Such facilities would impose boot camp-like structure without forcing young offenders to mingle with hardened adult criminals.

**Mary Ann Allen, Haven House
Missouri Coalition Against Domestic
Violence**

Mary Ann Allen told the commission that in many areas of Missouri the view remains that domestic violence is not a crime. "An example of that occurred not long ago. A woman reported that when she called her local county sheriff's office to ask for assistance in a domestic violence incident she was told 'we can send someone out, but you know somebody's going to get arrested.' Now I suspect that if this women had called and said her car had been stolen, the sheriff's office would not have given that response. They would send someone out and try to find the car. I think also there's an underlying message there that you better be telling the truth or you'll be the one arrested. Well, she instantly said 'never mind' and packed up her bags and came to the shelter."

**Sheriff Paul Bryant,
Carter County**

Sheriff Bryant stated that the highway patrol should be granted search and seizure powers. He also encouraged the development of state assistance programs which would relieve counties of the cost of liability and health insurance for persons housed in county jails. Such a program would free money which, in turn, could be used to put more deputies on the road.

**Deputy Sheriff John Smith
for Sheriff Larry Rutledge,
Shannon County**

Deputy Sheriff John Smith urged that the state supplement county budgets when money for basic law enforcement services is lacking.

Smith also urged that training standards be raised. "We are 50th in the country in

training, but 15th in violent crimes."

Finally, Smith stated that a second arrest for possession of 3.5 grams or less of marijuana should result in a felony charge rather than a misdemeanor charge. Presently, possession of such amounts of marijuana is a misdemeanor no matter how many times an individual has been cited for this offense.

CAPE GIRARDEAU

September 12, 1991

The Cape Girardeau hearing of the Governor's Commission on Crime took place on Thursday, September 12, 1991. The hearing was held in the City Council Chambers of City Hall, 401 Independence Street, from 2 p.m. to 4 p.m. Approximately 50 people attended the hearing.

The following commissioners were present for the Cape Girardeau hearing: Attorney General William L. Webster, Nathan B. Walker and Larry Ferrell.

Mayor Gene Rhodes, Cape Girardeau

Mayor Gene Rhodes testified regarding the serious drug problem existing in small communities throughout Southeast Missouri. Rhodes strongly believes that education is the best available tool against the spread of drugs. In Cape Girardeau, police officers participate in a program which begins educating youngsters in the third grade.

While local government is doing everything it can to solve the problem, Rhodes hopes that some outside help may soon be forthcoming.

Captain Steve Strong, Cape Girardeau Police Department

Captain Steve Strong told the commission that the problem faced by nearly every law enforcement program is one of funding. "In recent years, Cape Girardeau has seen a 40% increase in requests for police services. [However,] we haven't received a 40% increase in funds, and we

haven't received a 40% increase in policemen."

Strong stated that crime statistics for the Cape Girardeau area are below the national average for towns of like size. However, Strong expects the presence of drugs in the community to continue to increase the incidents of theft and burglary.

Finally, Strong voiced his strong support for the D.A.R.E. program in the Cape Girardeau area.

"As a result of the last legislative session, over 100 new reasons for placing someone in jail were added to the books. Unfortunately, my jail remains the same size."

*— William Ferrilll
Scott County Sheriff*

Jim Hahn, Former Assistant Prosecutor, Cape Girardeau

Jim Hahn made a number of suggestions to the commission covering a broad range of topics.

Hahn suggested the implementation of a uniform basic skills test for every law enforcement officer in Missouri. Presently, each law enforcement academy decides its own curriculum.

Generally, this is appropriate. However, Hahn believes that Missouri should ensure that all law enforcement officers receive certain basic skills.

Hahn urged an increase in funding for non-traffic investigations by the highway patrol. Additionally, Hahn stated that the minimum training requirement for law enforcement officers must be increased.

Hahn suggested that the Attorney General's Office or the Governor's Office publish a monthly magazine/newsletter for law enforcement officers. Such a magazine would inform police officers of the latest developments in the law and in law

enforcement. Each month, the magazine would focus on specific aspects of police work.

"There is no better way a police officer could get updates on the law."

Hahn expressed his view that a law enforcement training film library should be established by the Department of Public Safety. Police officers could receive continuing education credit for reviewing certain tapes.

Finally, Hahn suggested an update in Section 546.630, RSMo 1986, which permits the entering of a civil judgment in criminal actions. The purpose of the update would be to expressly allow victims of crime to file for restitution in criminal cases. An order of restitution would allow the victim to garnish wages or attach property long after the criminal's probation has ended. Such a law would provide victims with a relatively inexpensive procedure to obtain restitution. This change in the law might also have the effect of reducing Section 1983 cases by prisoners. A prisoner considering the filing of a Section 1983 action would think twice if the victim of his crime held a lien against any potential damage award.

**Chief Robert Oder,
Farmington Police Department**

Chief Robert Oder told commissioners of the success of the Farmington D.A.R.E. program. He recommended to the commission that state funds be used to provide D.A.R.E. instruction to every fifth grade student in Missouri.

Oder also urged that more funds be made available to fight the spread of drugs in rural areas through the Regional Narcotics Task Forces. Additionally, Oder supported an increase in the minimum training requirement to 360 hours.

**Sheriff William Ferrill,
Scott County**

Sheriff Ferrill emphasized to the commission the tremendous growth of drug-

related crimes occurring in outstate Missouri. "Recent research by the National Institute of Justice shows that most perpetrators of violent crimes test positive for illegal drugs at the time of their arrest. A survey of state prison inmates found that over 40% of the inmates reported using illegal drugs on a daily or near daily basis 30 days prior to their criminal acts."

Ferrill urged state funding to allow local governments to employ at least one narcotics specialist within each county to act as a liaison with the highway patrol and Drug Enforcement Agency and to serve on the regional narcotics task forces.

Additionally, Ferrill spoke of the need for more jail space throughout Missouri. "As a result of the last legislative session, over 100 new reasons for placing someone in jail were added to the books. Unfortunately, my jail remains the same size."

Finally, Ferrill expressed his opposition to the concept of regional jails. "Regional jails won't correct the money problem. I do not believe regional jails will be any cheaper to run."

**Jack Smart,
Teen Challenge**

Jack Smart described to the commission the success of Teen Challenge, a privately funded Christian program that helps men with drug and alcohol problem. There are five Teen Challenge centers in Missouri. The program seeks to help individuals learn to develop a proper attitude toward life through a personal relationship with God. Teen Challenge serves as an alternative to incarceration. Each year, 30 to 50 men are probated to teen challenge.

Smart stated his opinion that judges frequently don't utilize programs such as Teen Challenge because of their Christian affiliation. He urged that a more trusting relationship be developed between the judicial system and the wide array of Christian assistance programs in existence.

**Sgt. James Keathley,
Missouri Highway Patrol**

Sgt. Keathley offered several suggestions to improve the operation of law enforcement in Missouri.

Keathley strongly recommended that the General Assembly provide some type of legislative authority for the operation of the Missouri Regional Narcotics Task Forces. Presently no such legislative authority exists. As a result, officers who participate in the task force have no way to become commissioned throughout their operative region. Missouri law should grant officers within the task force "inspector status", giving them enforcement powers throughout the state. Additionally, several issues, such as bonding and liability insurance for officers within the task force, remain unclear without some type of legislative authority.

Keathley recommended that the state forfeiture law be altered to allow some percentage of confiscated proceeds to flow back to the investigative agency.

**Chief Howard Boyd,
Cape Girardeau Police Department**

Chief Howard Boyd praised the work of the Southeast Missouri Drug Task Force. The task force operates throughout a 13 county region. Boyd noted that while it is the largest drug task force in the state by area, it receives the same funding as other task forces around the state which cover a much smaller area.

Boyd also praised the region's major case squad, D.A.R.E. program and victim's advocate program.

Finally, Boyd stressed the need for continued state funding for the Southeast Missouri Crime Lab. "I think it's unfair to agencies our size in Cape Girardeau County and Scott County to fully fund the crime lab. [However,] we're dead without that lab. We can't afford the expense and time involved in shipping every piece of evidence to Jefferson City."

**Steve Narrow,
Missouri Board of Probation and Parole**

Steve Narrow told the commission that the largest part of Southeast Missouri's crime problem stemmed from drugs and alcohol, and he urged more funding for drug and alcohol education.

Of the 42,000 offenders on parole in Missouri, Steve Narrow stated that approximately 23,900 of those could benefit from drug and alcohol treatment.

**Sheriff Norman Copeland,
Cape Girardeau County**

Sheriff Copeland provided the commission with a vivid example of the transformation occurring in rural Missouri's drug situation. "In 1988 we had 59 drug cases in our area. Of those 59 cases, there were five cases involving cocaine, six cases involving both marijuana and cocaine and 45 cases involving only marijuana. In 1990 we did another study and found a total of 43 cases; 16 cases of marijuana only, 20 cases of cocaine only, two cases of marijuana and cocaine and five cases of LSD."

Copeland praised the work of Teen Challenge in his area. "Quite frankly, in the beginning I had misgivings. . . [however,] Teen Challenge has been a godsend for a lot of people."

Finally, Copeland told the commission that he fully supported the concept of regional jails.

**Sheriff Franklin Schmidt,
Perry County**

Sheriff Schmidt told the commission of the problem faced by smaller communities as a result of overcrowded jails. Additionally, Schmidt testified that he favored the grant of search and seizure powers to highway patrol personnel. Finally, Schmidt urged that the state institute stricter penalties for drug offenders. He believes that the light sentences young offenders now receive lead to a general disrespect for

the law.

**Butch Aman,
Cape Girardeau Fire Investigator**

Butch Aman described to the commission the unusually high incidence of arson in the Southeast Missouri area. "Our office conducted 188 fire investigations in 1990. Fifty percent of those investigations resulted in a determination of arson.

Aman suggested to the commission the creation of an arson task force to assist in fire investigations.

**Pamela Johnston,
Southeast Missouri Crime Lab**

Pamela Johnston described to the commission the vital role that the Southeast Missouri Crime Lab plays in that region of Missouri, assisting in over 25,000 cases since 1979. However, the Crime Lab is presently experiencing a significant threat to its existence. The state has reduced funding to the lab approximately 75% since 1985. Johnston warned that the lab may close if state funding is not increased. Should the Southeast Missouri Crime Lab be forced to shut its doors, area law enforcement agencies would be required to ship all lab work to the highway patrol's laboratory in Jefferson City.

**Sheriff Dan Mesey,
Bollinger County**

Sheriff Mesey spoke eloquently of the moral obligation which Missourians have to provide quality police services to all of our citizens. He stated that, while larger counties are able to afford expensive equipment and lavish programs, law enforcement officers in small communities struggle to provide the most basic services to their citizens. While residents of such counties have the same rights to quality service, budget constraints often make such service impossible.

HANNIBAL

September 16, 1991

The Hannibal hearing of the Governor's Commission on Crime took place on Monday, September 16, 1991. The hearing was held in the City Council chambers, 4th and Broadway Streets, Hannibal, Missouri, from 10:00 a.m. to noon. Approximately 40 people attended the hearing.

The following commissioners were present for the Hannibal hearing: Attorney General William L. Webster, Nathan B. Walker, Richard C. Rice and Don Bolli.

Testimony

Mayor John Yancey, Hannibal

Mayor Yancey extended a warm welcome to the commission. He praised the Hannibal Police Department for its excellent work and spoke of Hannibal's strong commitment to quality law enforcement.

Chief John Waldschlager, Hannibal Police Department

Chief Waldschlager touched on four issues in his testimony before the commission. First, he praised the operation of the drug task force in Northeast Missouri. The task force has prosecuted 105 defendants to date. There have been 159 cases filed against those defendants and 72 convictions.

Second, Waldschlager urged that Missouri's regional drug task forces be given legislative authorization. Presently, officers serving in the task forces lose their police powers outside of their home jurisdiction. Statutory authorization is necessary to give these officers law enforcement powers throughout the region covered by their task force.

Third, Waldschlager expressed his strong concerns regarding the increase in child sex abuse in the Hannibal area. Since 1988, the Hannibal Police Department has

investigated 54 cases of child sex abuse. Waldschlager urged the appointment of a commission to investigate the extent of child sex abuse on a statewide level. He also urged that Missouri law enforcement bodies be required to keep statistics on the incidents of child sex abuse. Currently, such statistics are not required to be maintained.

Finally, Waldschlager urged that minimum training standards for Missouri's law enforcement personnel be increased.

Earl Mangrum, Division of Family Services

Earl Mangrum described to the commission the significant rise in child abuse and neglect reports received during the past three years in the Hannibal area. In 1989, the Marion County Division of Family Services office received 288 reports of child abuse. In 1990, that number grew to 302. Through the first eight months of 1991, 220 reports were received. This number would lead to a projection of 330 child abuse cases in Marion County during 1991.

Mangrum told commissioners that there was a tremendous need for trained investigators in both DFS and area law enforcement agencies to deal with child abuse and neglect investigations. Furthermore, he urged that law enforcement agencies set uniform standards for dealing with child abuse investigations.

Sheriff Daniel Campbell, Marion County

Sheriff Campbell urged that Missouri law enforcement officers be given more than the minimal 120-hour training program which they presently receive.

Campbell also spoke of the effects of the federal Fair Labor Standards Act on his department. "As a result of *Garcia*, I have posted in my office a notice which states that anyone who fails to report that they have worked overtime. . . is subject to dismissal. America was built on people

who would go to work and who would go the extra mile. Then congress passed a law that keeps us from working hard."

Finally, Sheriff Campbell voiced his strong support for D.A.R.E. programs in the Marion County schools.

**Sheriff Don St. Clair,
Ralls County**

Sheriff St. Clair told the commission that rural counties have suffered due to the fact that the highway patrol has continued to cut back their patrols in such areas. Frequently, sheriffs' departments in rural areas lack the manpower to provide complete law enforcement services without the assistance of the highway patrol.

St. Clair supports additional training for law enforcement personnel, as well as the creation of a system of regional jails. Additionally, he supports minimum pay schedules for sheriffs and deputy sheriffs according to county population.

Finally, St. Clair suggested that criminal trial dockets be expedited to avoid the tremendous costs of liability and health insurance for prisoners awaiting trial.

**Captain Lloyd Meyer,
Missouri Highway Patrol**

Captain Meyer was critical of the federal Fair Labor Standards Act and urged that Missouri lobby for its repeal as it applies to law enforcement agencies.

Meyer urged that Missouri legislators eliminate the funding cap on the highway patrol and allow the patrol to increase manpower above the 900-person level.

Finally, Meyer stated his position that the highway patrol should be granted powers of search and seizure. "We would like to have the same power that any other police officer in the state of Missouri has. I don't think that's an unreasonable request. We're not trying to take over anybody's job. We just want the tools to do our jobs better."

**Sgt. Kenneth Lee,
Bowling Green Police Department**

Sgt. Lee suggested to the commission that the Blood Alcohol Content level necessary for a DWI in Missouri be lowered to .08. Lee stated that 80% of the arrests in Bowling Green are either alcohol or drug related.

**Linda Tompkins,
Executive Director, AVENUES, Inc.**

Linda Tompkins stated that police officers who respond to domestic violence calls frequently fail to make an arrest despite the fact that there is probable cause for arrest. She urged that law enforcement officers finding themselves in such situations make the necessary arrests. Arresting the abuser not only defuses a crisis situation—it creates a record of the incident for future reference.

Additionally, Tompkins told commissioners that Missouri's Adult Abuse Act, which provides injunctive relief for victims of abuse, is frequently applied differently in different jurisdictions. For example, the Act creates a presumption that temporary custody of children should be given to the party who files for injunctive relief. In some courts, judges follow this provision. In other courts, judges consistently refuse to grant temporary custody to the filing party on the grounds that custody is a matter better left to judges sitting in a divorce case. Tompkins urged that steps be taken to ensure that the Adult Abuse Act is consistently applied as written throughout the state.

**Bob Hicks,
Missouri Board of Probation and Parole**

Bob Hicks told the commission that he was encouraged by the success of the board's house arrest program, which utilizes electronic shackles to track individuals on parole. However, he encouraged increased funding for the program so that tracking stations could be kept open seven days a

week, 24 hours per day. Presently, if an individual disposes of his shackle on Friday night, the board has no warning of his disappearance until Monday morning.

Hicks also told the commission that the period of time between the arrest and the punishment of a convicted criminal must be shortened if the justice system is to be effective. "The quickness of the punishment is more of a deterrent than the severity of the punishment."

KIRKSVILLE**September 16, 1991**

The Kirksville hearing of the Governor's Crime Commission was held Monday, September 16, 1991, in the City Council Chambers at the Kirksville City Hall. The hearing lasted from 2 p.m. to approximately 5 p.m.

The hearing was attended by approximately 27 people. Chairman William L. Webster, commissioner Richard C. Rice, and commissioner Nathan B. Walker heard testimony from 10 witnesses. State Senator Steve Danner and State Representative Kathleen Steele also spoke briefly to the commission.

Testimony**Tom Hensley,
Adair County Prosecutor**

Mr. Hensley testified that the Kirksville area enjoys a relatively low violent crime rate. However, he expressed more concern about property crimes and drug- and alcohol-related crimes. Hensley suggested that alcohol or drug abuse is a factor in almost every local crime investigated. He estimated that 95% of adult abuse incidents occur when one or both parties are drunk. Hensley indicated that minors in rural areas have easy access to alcohol, and even if they are caught with alcohol, proving possession is difficult. Hensley supports a move toward an intoxicated minor law. Under an intoxicated minor law, police officers, with probable cause, could administer a breathalyzer test, and sanctions would be imposed if the minor were found legally intoxicated.

Hensley also testified that rural, "part-time" prosecutors are asked to give full-time service for part-time pay. He indicated that 95% of his, and his assistants' time is devoted to prosecutorial business. He suggested that the state provide some of the

funding for prosecution since all prosecutions he handled were for state offenses. Hensley indicated that Missouri may have to implement a two-tier system with district or circuit attorneys handling criminal prosecutions over a wider area, and part-time county attorneys handling other county business. Hensley also expressed strong support for the drug treatment program in Flat River and the sexual offender program in Fulton.

Hensley also expressed concern about adding to the prosecutors' duties. A new Division of Child Support Enforcement rule allows Aid to Families with Dependent Children recipients who are not receiving within 20% of suggested child support under Supreme Court guidelines to request the prosecutors' office for a motion to modify. Hensley stated that those additional duties "turn prosecutors into divorce lawyers" and distract them from the business of criminal prosecution. In addition, he predicted that when prosecuting attorneys file the motions to modify they will be dragged into custody battles—which the mothers will not have wanted and will be unable to afford.

**Chief David Pingel,
Kirksville Police Department**

Chief Pingel stated "that the basic concepts of law enforcement remain essentially the same from city to city, regardless of size." He considers his department a small enforcement agency. Kirksville has 22 sworn officers, three of whom are in non-line, upper-level command positions. Chief Pingel reiterated that the greatest crime problems in Kirksville are property crimes.

Successful responses to crime, according to the chief, result from many things including: an experienced officer educated in law enforcement, hard work, a thorough investigation, and most of all, the willing and voluntary cooperation and involvement of the public. Particular law

enforcement problems noted by Chief Pingel were: Lack of funding and personnel resulting in reactive, rather than pro-active, law enforcement efforts; turnover among officers in smaller departments, which places greater manpower and training demands on remaining officers; and inadequate training requirements in the state of Missouri.

**John E. Casey,
Linn County Prosecutor**

Mr. Casey testified that many of our criminal problems directly result from social problems. Offenders in his county are generally between the ages of 18 and 26, high school dropouts, and unskilled. They are relegated to minimum wage jobs and are generally involved with alcohol and/or drugs. Casey would like to develop vocational training programs to reach this segment, even if they have previously dropped out of school. Vandalism and other property crimes and drug-related offenses are the crimes most often committed by these young people. Casey also indicated that concealed weapons are often found when the young people are stopped by the police. He supports the "abuse and lose" law but sees some inequity when three young men are arrested for possession of alcohol, and only one loses his license.

Casey testified that the biggest law enforcement problem in his area is insufficiency of resources. Casey has been the Linn County prosecutor since 1977. When first elected prosecutor, he spent approximately 35% of his time on county and prosecutorial business. Now, he spends 65% of his time on those duties. Casey accepted that a two-tier prosecutorial system may be needed in Missouri. But, he cautioned that counties should be allowed to maintain some sort of legal representation and that prosecutors, whether covering the circuit or the county, should continue to be elected.

Casey also indicated that drug charges resulting from individuals getting stopped

by police officers while traveling through the county are dramatically increasing. He expressed his belief that police efforts on primary highways are forcing drug traffic onto secondary highways and roads. Casey also echoed Hensley's support of the drug treatment program in Flat River, and he supports expanding its availability.

**Mike Waddle,
Chief Juvenile Officer,
Second Judicial Circuit**

The Second Judicial Circuit encompasses Adair, Knox, and Lewis counties. In 1990, the Second Judicial Circuit juvenile office received 623 referrals. The juvenile office received 204 referrals in 1983 and 211 referrals in 1984. Waddle testified that much of the increase is due to better investigation procedures and cooperation among agencies, rather than a real increase in offenses. However, he noted that the number of assaults and other violent acts committed by juveniles had increased somewhat.

Waddle expressed concern about juvenile detention. There is no detention center available in the Second Judicial Circuit; offenders from that circuit are currently placed in a St. Charles, Missouri, facility, which is 200 miles away. The trip requires almost 10 hours of time and costs \$80 in mileage, in addition to the \$50 per day costs for retaining the juvenile. And, a juvenile detention hearing requires a second trip within three days of the first. With slim county budgets and high costs of detention, Waddle lamented that under the current system juveniles are often simply not held accountable for their actions.

Waddle also expressed concern about the lack of treatment facilities or programs for juvenile sex offenders. The current system is not offender-specific, according to Waddle, and past offenders continue to offend while in detention facilities and continue to suffer long-term problems.

Waddle also indicated that among his referrals, substance abuse was involved somewhere within the family unit in at least 90% of all the cases.

Another problem Waddle noted was the lack of county funds for juvenile officer training and the lack of mandatory state training and standards for juvenile officers. Waddle also cited the ongoing personnel turnover problem within the juvenile office. The state reimbursement does not include health care, worker's compensation benefits or retirement benefits. The state and county each consider these to be the responsibility of the other entity, and without financial security, employees look elsewhere for employment.

**Sheriff Randall Forquer,
Adair County**

Sheriff Forquer indicated that property theft is the biggest problem rural sheriffs face. In rural America, property is more accessible to thieves. Forquer further testified that rural thefts are especially hard on senior citizens. Adair County has a high proportion of senior citizens, and Forquer stated that "burglary is a very violent thing to them." He related that it's traumatic and can devastate those on fixed incomes. Mail and credit card schemes are also a problem among the elderly.

Forquer supported Prosecutor Hensley's call to re-examine the part-time prosecutor system. He also asked that the 20-hour rule be re-examined. He indicated that in small communities with one prosecutor, one judge, and a few law enforcement officers, it is sometimes difficult to gather and present all the information needed for a warrant.

The sheriff predicted that inadequate jail and prison space is a rising problem. He suggested that Missouri consider housing offenders to up to two years within their home county. He expressed concern about sending young offenders away to serve two

years or less with more violent offenders in the Missouri Department of Corrections. Forquer stated that keeping those youths closer to home would allow more family contact and more effective community rehabilitative efforts.

Forquer called for reform of the current Missouri civil process system. He estimated that his office handles 3,000 civil process papers per year. He suggested that the system be streamlined to require less time and be designed for stronger cooperation between filing attorneys and the sheriffs' office. Forquer also called for greater clarity in child custody laws and Missouri fencing laws, and he suggested that Missouri rent laws be altered to give landlords more power of eviction and control over their property.

Forquer agreed with Chief Pingel that Missouri must update and expand its law enforcement training standards.

**Sheriff Gene Roebuck,
Macon County**

Sheriff Roebuck supported many of the points Sheriff Forquer had made. Roebuck stated that his department had dealt with 11% more incidents in 1991 than in 1990. He attributed part of the gain to inadequate manpower resulting in less deterrents to crime. In Macon County, the sheriff and four deputies cover 1,800 square miles, including 900 miles of road and 17,000 people. The sheriff further stated that police efforts in more populous areas may be forcing crime into rural areas.

Transporting offenders to and from the state prison adds to this burden. One round trip to Farmington is 1,100 miles and requires two men and eight hours driving time. Roebuck endorsed a proposed intra-prison transport network administered by the State Department of Corrections. The Department of Corrections' Moberly facility is only a short distance from Macon.

Roebuck proposed mandatory AIDS testing for anyone charged with sex crimes,

and direct state funding for county law enforcement. He also expressed concern that granting search and seizure power to the Missouri State Highway Patrol might be another step towards a state police force. Although he indicated that he is not against search and seizure for the patrol per se, he cautioned that primary law enforcement should remain in the hands of local, elected officials.

**Sheriff Junior Snodgrass,
Scotland County**

Like Sheriff Roebuck, Sheriff Snodgrass testified about manpower shortages. Snodgrass patrols Scotland County with the assistance of one deputy and one dispatcher. He indicated that his jail is inadequate to house prisoners, and that he has supported the concept of regional jail facilities for a long time. Snodgrass also called for a return to allowing 10-day admission of offenders to mental health facilities based only on a sheriff's request.

**Lisa Sprague, Director
Campus Safety and Security,
Northeast Missouri State University**

At the time of her testimony, Ms. Sprague had been in Missouri for a little over a month. Previously, she had been a campus law enforcement officer in New York and Florida. Sprague called for state legislation granting police powers to all campus security forces at the option of the institution. In addition, she called for more stringent training requirements for campus officers to go with broader police powers.

Her first campus security job in New York required 600 hours in basic school.

Sprague voiced her support for campus crime right-to-know laws. She noted several pro-active law enforcement efforts in her department and indicated that Northeast Missouri State has no serious problems with drugs or drug trafficking. However, she viewed alcohol use — and the property crimes associated with it — as a concern. She also spoke of incidents of sexual assault noting that it was primarily cases of acquaintance rape. She maintained that law enforcement within the educational

community is "uniquely equipped to divert appropriate offenders from the criminal justice system" through educational and training efforts.

**Matt Eichor,
Director
Criminal Justice
Division,
Northeast Missouri
State University**

Mr. Eichor provides crime laboratory service to

the northeast Missouri area. He endorsed the recently automated fingerprint identification system, commonly known as AFIS, but he requested the state to provide more terminals. More terminals would provide much more access and utilization of the five- or six-million dollar AFIS system. Eichor promoted Kirksville as a good regional location.

Eichor also endorsed recent legislation allowing use of deoxyribonucleic acid analysis. He called DNA analysis "the single greatest advancement since the utilization of fingerprints." Once again, he suggested that more funding is needed to fully implement the new technology of DNA

"... Younger and younger children are being exposed to more and more kinds of criminal opportunity."

*— Matt Eichor
Director of Criminal Justice
Northeast Missouri State
University*

analysis. He stated that funding is needed to take full advantage of making recent technological advancement in law enforcement. Eichor noted that the state has "about eight different funding mechanisms for eleven different facilities," which may lead to funding inequities.

Eichor re-emphasized the need for greater law enforcement training requirements in Missouri. He reminded the commission that as far back as 1973, the President's Commission on Law Enforcement Standards recommended 400 hours of training. Eichor also suggested "that younger and younger children are being exposed to more and more kinds of criminal opportunity." He suggested that society reconsider its treatment of 11, 12, 13-year-old children and possibly even younger.

Sterling Ruddy

Mr. Ruddy testified that he had wrongly been sent to Fulton State Mental Hospital. He also spoke on the ramifications of his wrongful hospital internment. Ruddy proffered several theories of government conspiracy and in connection with this, discussed police abuse of search and seizure powers.

SPRINGFIELD**September 17, 1991**

The Springfield hearing of the Governor's Commission on Crime took place Tuesday, September 17, 1991. The hearing was held in the Greene County Annex Courtroom, 833 Boonville, from 9:30 a. m. to Noon. Ten witnesses offered oral testimony; one person submitted written testimony only. Approximately 60 people attended the hearing.

Nine commissioners attended the hearing, which was chaired by Attorney General William L. Webster. The other commissioners attending were Jean Paul Bradshaw, Bob Crancer, James Elder, John T. Pierpont, Richard C. Rice, The Honorable Dennis Smith, Nathan B. Walker, and Tom Ward.

Testimony**Major Ron Worsham,
Springfield Police Department**

Major Ron Worsham of the Springfield Police Department testified on behalf of Springfield Police Chief Terry Knowles, who was unable to attend the hearing due to a police emergency.

Worsham initially focused on the unique training requirements of the Springfield Police Department, which requires 1,200 hours of training at the Police Academy before officers are sworn. The department also requires each officer to accrue 80 hours of in-service training per year. Worsham indicated that this training requirement was probably the highest in the state and among the highest in the nation, despite the fact that state law requires only 120 hours of training for Springfield officers.

Worsham also discussed the prevalent drug problem in Springfield, stating that 80 to 85 % of all crimes were drug related. He argued that "the only way we're going to have an effective impact on drug usage in

the country is if we reduce the demand." He therefore suggested that targeting resources at preventing drug use, incarcerating users, and rehabilitating addicts would, in the long term, be a more effective utilization of resources than attempting solely to reduce the supply of drugs. He mentioned tougher sentencing and initiatives such as the D.A.R.E. program as especially effective mechanisms to reduce demand for drugs and suggested that all confiscated funds from drug-related offenses be devoted to school-based drug education programs.

Additionally, community policing is an important notion to the Springfield Police Department. Worsham commented that "we're going to have to get back to where you have a close interaction between the police officer who's working a particular beat and the people that live on that beat." Currently, the Springfield Police Department is considering a project in the Silver Springs area which centralizes a number of services (i.e. day care facilities, a mental health clinic, financial counseling, etc.) in the same community building in which a police station is housed.

**Captain Stephen Johnson,
Missouri Highway Patrol**

Captain Stephen Johnson, Commander of Troop D of the Missouri State Highway Patrol, centered his testimony on three issues: the effects on the highway patrol of search and seizure restrictions, manpower shortfalls, and the Proposition A funding cap.

Regarding search and seizure, Johnson maintained that "it is just as essential to a police officer to have the power of search and seizure—the ability to apply for and serve a search warrant—as it is to have an automobile or a radio or any of the other tools of his trade that he needs to do his business." He suggested that the political overtones regarding search and seizure have recently been minimized and that it is now

possible to frame the issue as one of the public interest. According to Johnson, the high degree of cooperation between police, sheriffs, and the patrol is at such a level that previously frequent disputes regarding jurisdiction rarely occur.

Turning to the manpower issue, Johnson noted that, due to Missouri's population shift to the Southwest, current staffing levels are simply inadequate. Response times have suffered and time available for self-initiated investigations into criminal activity have been nearly eliminated. Most significantly, the surge of tourist traffic in the Branson area has exerted a tremendous strain on manpower.

Finally, Johnson emphasized that the cap on funding which resulted from the passage of Proposition A in 1987 has required the highway patrol to compete with other agencies for moneys from the General Revenue Fund. In the end, according to Johnson, there simply is not enough money to go around: The patrol last year chose to forego pay raises in order to avoid laying off employees. In Johnson's opinion, the only way to avoid the funding crunch is to remove the Proposition A funding cap.

**Officer Robby O'Neal,
Springfield Police Department**

Officer Robby O'Neal of the Springfield Police Department testified in his capacity as president of the Ozark Mountain Chapter of Mothers Against Drunk Driving (MADD). He presented a brief

overview of the statistics-related to drunk driving, pointing out that in 1990 one person was killed or injured in an alcohol related crash every 58 minutes. This statistic is even more striking, O'Neal said, when one considers that drinking involvement is seriously under reported in traffic crashes. In Springfield alone, eight of the 10 people who have died in automobile crashes were involved in an alcohol-related incident. O'Neal also referred briefly to what he considered the deleterious effects of plea-bargains in meting out sentences to drunk

drivers. O'Neal then introduced Barbara Gaylor, a mother who lost a daughter in an alcohol-related collision and who received the Citizen of the Year Award from the Missouri Peace Officers Association for her fight against drunk driving.

**Barbara Gaylor,
Springfield**

Barbara Gaylor of Springfield, Missouri, lost her 18-

year-old daughter in an alcohol-related collision. Including in her testimony both heart-felt personal experiences and practical proposals to reduce drunk driving incidents, she asserted that "it is a known fact that states with tough DWI laws have decreased deaths and injuries." She thus suggested eight methods to reduce alcohol-related crashes. First, Gaylor challenged all of society to eliminate the use of the word "accident" to describe drunk driving incidents; she suggested that DWI causes collisions, crashes and preventable injuries but not accidents. Second, she prompted law enforcement agencies to collect accurate

"We're going to have to get back to where you have a close interaction between the police officer who's working a particular beat and the people that live on that beat."

*— Maj. Ron Worsham
Springfield Police Department*

statistics regarding drunk driving. Third, she called for laws requiring mandatory Blood Alcohol Testing of all drivers involved in serious crashes, regardless of whether the driver seems impaired. Fourth, she favored stronger laws relating to drunk boating. Fifth, she suggested that drunk driving prison sentences ought to mean what they appear to mean; that is, a five-year sentence ought to require five years of prison time rather than early parole. Sixth, she called for a panel of health care professionals and law enforcement officials to determine a DWI offender profile for use in determining useful methods of punishment and/or rehabilitation. Seventh, she stressed accountability to victims as a crucial part of the criminal justice system. Finally, she urged greater cooperation between law enforcement agencies in order to strengthen the safety network for all persons involved.

**Corporal Steve Blunt,
Springfield Police Department**

Corporal Steve Blunt of the Springfield Police Department spoke in his capacity as the Supervisor of the Springfield Police Department's Drug Abuse Resistance Education (D.A.R.E.) program. He briefly explained the concept of the program, which is to place a uniformed police officer in kindergarten through sixth grade classes to educate students on the dangers of substance abuse. The officers almost without exception become role models to and friends of the students. Patterned on a program originally developed in 1983 by the Los Angeles Police Department, the Springfield program was initiated in 1990. Since then, it has had direct contact with over 13,000 students and has "graduated" 3,086 sixth grade students.

Blunt entered into the record a number of letters from school teachers and administrators, parents, police officers, a children's therapist, and an anonymous writer. The anonymous letter, which Blunt characterized as "one of the most important

documents he has received" said simply this:

Dear D.A.R.E. Officer,

One hundred years from now it will not matter what your bank account was, the sort of house you lived in, or what kind of car you drove. But the world will be different because you were important in the life of a child, your D.A.R.E. student.

In all, Blunt characterized the D.A.R.E. program as an especially cost-effective program which yields great benefits for children, involved police officers and the public at large.

**Dottie Mullikin, Coordinator
Ozarks Fighting Back**

Dottie Mullikin spoke on behalf of Ozarks Fighting Back, a community initiative to prevent the abuse of alcohol and other drugs. She cited statistics which demonstrated that roughly 90% of property crimes and about 70% of violent crimes involved drug abuse. She also made clear the correlation between alcohol abuse and crime. She then argued that prevention is much more effective than treatment of alcohol and drug abuse and that a coordinated approach of education and law enforcement provides the most effective prevention mechanism. In summary, she stressed the importance of community support and involvement rather than money alone as the primary tool in winning the war on drugs. "I believe that we will stop the increase in crime, drug abuse and other societal ills only when we work together," she said, "when we drop our roles and illusions and stand side by side."

**Judy Compere, Director
Rape Crisis Assistance Service**

Judy Compere, director of the Rape Crisis Center in Springfield, testified about the need for greater services to victims of crimes. In addition to voicing general support for the Victims' Bill of Rights

constitutional amendment which will be placed before the voters in 1992, Compere specifically advocated a statewide office of victims' services. While she believed that most urban law enforcement officials attempted to be sensitive to victims' needs, she asserted that many victims quickly become disillusioned with the criminal justice system. Too often, Compere noted, victims cannot easily obtain the information they feel is relevant to their situation, such as information regarding the return of property, payment of medical bills and legal hearings. Thus, Compere called for a statewide office for victims of crime which would be charged with providing coordination of services and information for victims.

**Sheriff Steve Whitney,
Christian County**

Sheriff Steve Whitney of Christian County concentrated his remarks on three general themes.

First, Whitney expressed the need for greater training for law enforcement officers. The 120-hour requirement simply does not give his deputies the necessary experience to deal with the variety of often volatile and dangerous situations they encounter. However, Whitney asserted, the state must initiate new funding mechanisms to pay for greater training requirements because local funds alone will not suffice to cover the costs of the training.

Second, Whitney detailed the problems associated with the rapid population growth of Christian County. Located between Springfield and Branson, Christian County has the second largest population growth rate of any county in Missouri, having grown more than 40% in the last decade. This rapid growth has stretched his seven-road deputy force to its limits, especially since the requirements of the Federal Fair Labor Standards Act and the unwillingness of the County Commission to pay overtime has

forced him to give his deputies considerable compensation leave. At times, the Christian County Sheriff's Department has only one car on the road to patrol 610 square miles.

Third, Whitney spoke of the jail situation in Christian County. While the county for the first time has a full-time daytime jailer, he suggested that the 18-bed facility needs to be expanded to at least 40 beds. In the alternative, Whitney endorsed the concept of regional jailing, saying that "I know my limitations and what I can provide in my county... I would gladly give up my jail and then I could concentrate my efforts on putting people in the regional jail."

**Major Jacob Bender,
Springfield Salvation Army**

Major Jacob Bender of the Springfield Salvation Army focused his remarks on the way in which the Salvation Army has been successful in networking with and assisting law enforcement agencies in their efforts to help stranded travelers and others in need of assistance. Bender briefly outlined the voucher system the Army has developed which enables highway patrol troopers and Springfield city police officers to obtain assistance for needy persons even during non-business hours. Bender also made note of the need for low-income housing in Springfield and the efforts of the Salvation Army to provide temporary housing for those in need.

**Ron Rogers,
Springfield**

Ron Rogers of Springfield spoke very briefly and outlined his concerns relating to citizens' access to the criminal justice system. He expressed the frustrations which some have in dealing with the complexity and bureaucracy of the system.

**Christine Squibb, Director,
Ozarks National Council on Alcoholism
and Drug Dependence**

Director Christine Squibb of the Ozarks National Council on Alcoholism and Drug Dependence submitted written testimony urging greater treatment for substance abuse at prison sites. She advocated the creation of self-help groups in prisons to help substance abusers recover from their addiction.

JOPLIN

SEPTEMBER 17, 1991

The Joplin hearing was held Tuesday, September 17, 1991, from 2:00 p.m. to 4:30 p.m. Missouri Southern State College hosted the hearing in Matthews Hall on the college campus.

Attorney General Webster, Crime Commission chairman, and commissioners Richard C. Rice, Nathan B. Walker, and Judge M. Keithley Williams heard testimony. State Senator Marvin Singleton and James Maupin, dean of Missouri Southern's School of Technology, acted as special hearing commissioners. Oral testimony was heard from 10 witnesses. Two written submissions were received.

Testimony

Dick Godsey, President Missouri Victims Assistance Network

Mr. Godsey testified that one solution to crime is more victims' participation in criminal justice proceedings. Victims deserve to be treated as more than just evidence. Godsey noted that in recent years, Missouri has made great strides in this area. He noted the proposed Victims' Rights Amendment to the Missouri Constitution placed on the November 1991 ballot, and he encouraged the Crime Commission to support this effort. The National Victims' Center has cited the proposed Missouri amendment as a national model. Godsey noted that victim exclusion in the juvenile system was altered by statutes two years ago, and that the proposed Missouri constitutional amendment would further increase victim participation in the juvenile system.

Godsey testified that the state level Missouri Victim' Compensation Program is well designed and well financed, but it languishes in the Workers' Compensation Division. He called for a separate victims'

rights office within state government and greater staffing. Currently, "victims wait at least nine months for help on medical and funeral bills." Godsey testified that under the current system there is money in the Victims' Compensation Fund not being dispersed to crime victims under the current system, and consequently, Missouri loses federal matching funds. According to Godsey, funding for two to four more workers could be drawn directly from the Victims' Compensation Fund under the existing victims' compensation statute. A designated victims' point of contact in Jefferson City was also mentioned to lead and coordinate Missouri's diverse victims service community. Godsey noted that a central victims' office could also provide a centralized 800 number for victims' compensation and information referrals.

Godsey also called for a state fund for establishing victims' service programs in local prosecuting attorneys' offices. Out of 114 Missouri counties, there are approximately 12 counties with crime victims' programs. Godsey lamented that progress is too slow in this area. He proposed that a small court fee be levied on criminal defendants to help more prosecutors provide victims' services.

Jack Spurlin, Director of Criminal Justice, Missouri Southern State College

Mr. Spurlin spoke on police training in Missouri. He indicated that the 120-hour training requirement, which is one-half the requirement of the next lowest state in the nation, may have actually reduced the amount of training officers were receiving in Southwest Missouri. Before the 120-hour requirement, officers in Southwest Missouri were regularly receiving 400 hours of training from the academy at Missouri Southern State College. The 400-hour seminar included 80 hours of emergency medical training, 40 hours of firearms

training, over 12 hours of human relations training, role playing, practice domestic disturbance calls, practice car stops, crime scenes, practice crime reports, practice investigations and practice fingerprinting. The 120-hour course has only eight hours of medical training, and excludes most of the training for practical decision making.

Missouri has ranked last in police training for approximately 15 years, according to Spurlin. Spurlin recommended that Missouri require 400 hours of training for officers in less populated areas in Missouri, but at an absolute minimum, he recommended doubling the current requirement, or 240 hours of training. He estimated "that 240 hours of basic police officer training will provide officers with 42% of the preparation necessary to become functional probation peace officers." He also urged the state to mandate 16 hours of in-service training per year. Eight hours could be spent on updates in the criminal code, search and seizure procedures and attorney general opinions; and the other eight hours could be spent on new police methods and tactics. Missouri currently has no in-service training requirement.

**David Dally,
Prosecuting Attorney,
Jasper County**

In his testimony, Mr. Dally called for "truth-in-sentencing" in Missouri. He noted that under the current system actual time served in prison is often far less than time sentenced to serve. He feels that this is misleading to the public, and that it erodes confidence in our judicial and prison system. According to Dally, current procedures are unfair to jurors who leave their families and their jobs and work hard to reach equitable results. Dally stated that jurors often decide guilt or innocence quickly and spend far more time determining punishment — when in fact, actual time served may fall far short of the jury's determination. Ironically, an

individual sentenced to one year in the county jail may spend more time behind bars than an individual sentenced to two or three years in the Missouri Department of Corrections.

Dally suggested that jurors and the public be better informed of the facts in sentencing. In his opinion, providing accurate information would not be costly to the state. He attributes the recent lengthening of sentences to a reaction by the system that is becoming more aware of sentencing practices.

Dally revealed that his dockets have increased approximately 50% in the last six years. He stated that he deals with many young offenders, and a "good number of [his] cases involve either drug or alcohol abuse of every level." He indicated that actual drug cases represent a growing share of his docket because local agencies and the highway patrol have begun to pay more attention to drug trafficking on I-44.

Dally testified that he has noticed a correlation between a person's ability to spell and his criminal record. He endorsed forced education or forced work for young offenders. He also indicated that supervised probation for misdemeanor level youth offenders might help get them back on the right track.

**Rusty Shelly,
Athletic Director,
Joplin R-8 School District**

Mr. Shelly endorsed the Drug and Alcohol Resistance Education (D.A.R.E.) program as an effective method of dealing with drug and alcohol abuse in the schools. Shelly also described the voluntary drug and testing program that the Joplin schools have implemented for their student athletes. He indicated that Joplin's program is one of the few in the country and probably the only such program in the state of Missouri.

It is a completely voluntary testing program. At the beginning of the season, the

student athletes and their parents and encourages them to get involved in the testing program. Last year, 80% of Joplin schools' 850 student athletes volunteered for the testing program. This year approximately 84% are participating. If a student tests positive, there are no punitive sanctions. The program is designed to identify substance abuse problems and allow parents, students and educators to work through them. They test for four drugs—marijuana, cocaine, methamphetamines and alcohol. Last year, 250 student athletes were tested, and only one tested positive. All subsequent tests of that athlete were negative.

Shelly stated that the most important factor in preventing substance abuse is clear parental non-approval. This program gives parents an avenue to show their commitment and express their views to their children. Shelly stated that the voluntary testing program resulted from "a community based committee . . . put together that involved parents and students and school officials" and was designed to work. Shelly indicated that the program also gives school officials an opportunity to discuss the effects of drugs and alcohol with parents. It also emphasizes to students the school's concern about substance abuse and the importance of the issue. Shelly testified that the program's most positive effect is that it gives students a socially acceptable reason to resist peer pressure. They can use the program as an excuse to say no.

**Lieutenant Dale Owen,
Joplin Police Department**

Lieutenant Owen testified that the Joplin Police Department gives its officers 240 hours of training beyond the 120 hours required by the state. Joplin also gives between 40 and 80 hours of in-service training per year.

Owen also described the Joplin D.A.R.E. program. He indicated that Joplin was one of the first Missouri cities to get

involved in D.A.R.E. and that the community had seen excellent results and benefits.

Next, Owen described the Sentinel program that the Joplin Police Department is formulating. It involves using volunteer citizens to perform non-essential police tasks. Owen estimated that from 20% to 40% of police calls do not involve law enforcement. The Joplin department plans to give 80 hours of training to volunteer citizens and allow them to handle routine matters. Citizens must apply for the program and sign a liability waiver. There are two components to the program: Office and report work, and field work such as unlocking car doors, neighborhood checks and other routine field duties. The citizens are provided a uniform and equipment and are centrally dispatched. They are instructed to call for help at the slightest sign of trouble.

Owen testified that the Joplin department also is developing a community-policing program. An action unit within the department will work closely with the Sentinel unit to develop partnerships in the community and Joplin neighborhoods. The lieutenant indicated that these partnerships are already beginning to develop.

The neighborhood watch program is a component of the community-policing program. Joplin has more than 100 neighborhood watch areas in the city; over 6,000 residents are involved in the neighborhood watch program. Owen stated that Joplin has "documented a decrease in crime stats of over 40% in the areas that now have the neighborhood watch as opposed to what they were prior to neighborhood watch inception in those particular areas."

**Captain Kevin Davis,
Carthage Police Department**

Captain Davis read aloud a letter from Carthage Police Chief Ellefson who was unable to attend the Crime Commission hearing. A summary of the chief's letter is included on page 68.

**Sheriff Ron Doerge,
Newton County**

Sheriff Doerge testified that many of the issues before the Crime Commission narrowed down to funding needs. He stated that better collection of unpaid fines and fees would help alleviate the funding crunch, and he proposed a new statute expressly authorizing judges and/or court clerks to issue executions against defendants' property at the sheriff's initiative. This would give sheriffs a clear method to collect unpaid fines and fees. Doerge indicated that his proposal would provide for uniformity in collection procedures throughout the state and insure that fines and fees are paid.

Doerge also testified that there is a great difference between .10 Blood Alcohol Content, which is the legal level of intoxication, and .20 or .37 BAC which is the blood alcohol, the level of many drunken drivers. He recommended that .20

on the BAC, or twice the legal limit of intoxication, be considered a felony in the state of Missouri. He pointed out that higher blood-alcohol content renders drivers far more dangerous.

Doerge also called for legislation enabling sheriffs to test prisoners for AIDS and segregate them from the general prison population. At present, the outcome of prisoners-AIDS tests is confidential. Doerge endorsed extending search and seizure power to the Missouri State Highway Patrol.

**Dr. Sherry Gant, Psychologist
Lafayette House**

Dr. Gant testified that Lafayette House is a 12-year-old, not-for-profit organization serving Missouri women and children. Lafayette House offers "alcohol and drug treatment, specialized day care, residential treatment for pregnant or parenting teenagers, and a domestic violence, sexual assault intervention program." It also "provides counseling on a residential and a nonresidential basis, social services, educational groups, and a 24-hour hotline, and trained volunteers to train and advocate for rape survivors." The shelter is equipped with 16 beds, and each year "hundreds of women and their dependent children are served by [the] domestic violence, sexual assault intervention program."

Gant expressed support for the recent amendments in the adult abuse act and emphasized the importance of training law enforcement officers in the "dynamics of domestic violence." She called for "ongoing refinement in protocols and training" and more aggressive arrest policies in domestic violence situations. She also called for greater "communications between departments and the women who are sheltered regarding whether abusers have been arrested, how long they will be held, and notification of release."

Gant asked for more timely and aggressive prosecution in domestic violation

"Two hundred forty hours of basic police officer training will provide officers with 42% of the preparation necessary to become functional probation police officers."

— Jack Spurlin

*Director of Criminal Justice
Missouri Southern State College*

aggressive prosecution in domestic violation cases. She believes that a "concerted response from the criminal justice system coupled with the court advocacy and support for women and re-education for the abusers stops violence at least temporarily." It was also her opinion that courts should be more willing to address child custody issues in the adult abuse cases, and that courts should force abusers to assume greater financial responsibility for their victims.

**Sheriff Bill Pierce,
Jasper County**

Sheriff Pierce noted that when he took over as Jasper County sheriff in 1989, the county paid \$89,000 in medical expenses for county prisoners; the next year the county paid \$59,000. Pierce hopes to decrease prisoner medical costs even more this year. He expressed concern about resources for operating county jails in the future.

Pierce testified about Jasper County's plan for a new jail. The current jail houses 85 prisoners, and at the time of his testimony, Pierce was housing 81 prisoners. Pierce also testified about the manpower requirements of transporting prisoners. He noted that sometimes neighboring sheriffs' departments share transportation resources in both intrastate and extraditions. He endorsed a proposed plan to allow sheriffs' departments to transport prisoners to the closest Missouri Department of Corrections' facility. In related testimony, Pierce expressed gratitude to the courts and prosecutors in his jurisdiction for processing prisoners in cases in a timely fashion.

Pierce mentioned that arrests for drug crimes such as selling or distributing are not all that high, unless there is an undercover drug operation. But, he attributed substance abuse as a factor in thefts and burglaries. He indicated that substance abusers are motivated to steal to support their habit. Pierce also indicated that if the need exists, the Missouri State Highway Patrol should

have search and seizure powers, however, he questioned whether additional duties should be added to the patrol when they already appear to be overworked.

**Ron Woody, Director
Jasper County Family Services**

Mr. Woody noted that since 1975 the Division of Family Services has been responsible for investigating child abuse and neglect in the state of Missouri. He commended the state of Missouri for its innovation in preventing child abuse and neglect, but concluded from his own 22 1/2 years of experience with the state of Missouri that after all the state has done, "the family probably needs more attention than what we have given it." He further stated that "if we are going to address the problems of crime, we have to give attention to the family and some of the needs that they have." In Woody's opinion, the family must become more nurturing and "provide stability and safety for their children." He testified that a large percentage of criminals have grown up in homes filled with abuse and neglect.

Woody supported Missouri's latest innovative program known as Family Preservation or Families First. The Missouri Division of Family Services has been experimenting with this program for the last two years, and it will be implemented state-wide by next year. Under the program the parents in families at risk of having the children removed to foster care are asked to commit to stay together. Then, a contract is drawn up for the family, and in partnership with the state agency, tensions in the family are worked out and some services are provided to smooth the transition to a stronger family. The program provides at least 20 hours of family counseling. Woody hailed the program but suggested that it does not go far enough. He expressed hope that the program be used in some additional families even though the children are not in imminent danger of being removed.

track perpetrators of sexual and physical abuse when they are reintegrated into the community. He acknowledged that the program should be designed to respect individual rights but emphasized the need to protect victims and potential victims of abuse.

**Chief Ed Ellefson,
Carthage Police Department**

According to Chief Ellefson, "in the most simple terms, we, the people, are the cause of our [crime] problems." Ellefson wrote that a decline in the cohesiveness of the family and family values relate directly to the rise in society's problems. Ellefson indicated that citizens must realize that laws apply equally to each of them, and that prosecutors' and judges' decisions should be informed by the law and not by personal opinion. He also wrote that we should demand higher quality law enforcement officers and raise the law enforcement training standards.

Ellefson has concerns about domestic violence in Missouri. The current domestic violence statute only provides for a penalty when there is an order of protection. More than 80% of domestic violence situations in Ellefson's jurisdiction involve no order of protection. Ellefson stated that there has been little positive change since the enactment of the adult abuse statutes by the 85th General Assembly. Although he recognized that law enforcement is now required by the statutes to arrest more people, he noted that those people are only going to jail for a few hours, and prosecutors are powerless if the victim refuses to assist in the prosecution. In closing, Ellefson called for a response to crime at the local level, starting with "we, the people."

**Captain Terry B. Herron,
Acting Chief of Police,
Neosho, Missouri**

Captain Herron's testimony addressed

several areas including: Police training, prisoner confinement, police salaries, legislation and funding. Herron supported a longer basic police certification school and mandatory in-service training hours each year. He also requested that statute books be supplied by the state to certified officers and updated at regular intervals.

Herron also called for more correctional facilities so that criminals are not released solely because of insufficient facilities. He wrote that this makes a mockery of the system and reduces crime deterrents. According to the captain, more crime costs should be shifted from taxpayers to criminals and restitution should be more actively pursued—perhaps by transferring those duties from the prosecutor's office to the Division of Probation and Parole.

Herron supported pay increases for officers to promote more professional attitudes, and suggested that education should be awarded with advancement. He indicated that higher wages and benefits attract well-educated people and lowers department turnover and training costs. Herron also called for new legislation "to assist law enforcement rather [than] hinder it." He related how that "quality cases suffer when vital evidence is lost and confessions, etc. are not obtained." In the captain's view, governing bodies should treat their law enforcement agencies and officers as professionals. Herron also asked that safeguards be established to protect free-existing moneys from local cuts when state or federal funding is granted to the local law enforcement department.

ROLLA**September 19, 1991**

The Rolla hearing of the Governor's Crime Commission took place on Thursday, September 19, 1991. The hearing was held in the City Council Chambers of Rolla's City Hall between 10 a.m. and noon. Approximately 30 individuals attended the hearing.

The following commissioners were present for the Rolla hearing: Attorney General William L. Webster, Nathan B. Walker, Bob Crancer, Tom Ward, Richard C. Rice, Honorable Mildred Humphreys and Diane Kerckhoff.

Testimony**Mayor Floyd Ferrell,
Rolla**

Mayor Ferrell provided a warm welcome to the commission. He gave an overview of some of the community programs operated by the Rolla Police Department such as neighborhood watch, D.A.R.E. and "Lunch with a Cop." Ferrell spoke of the need for tolerance and cooperation in our communities. Such qualities are central to keeping peace and order.

Ferrell also touched on the issue of police training. He said that while there is general agreement that 120 hours of training is too few, small communities are concerned that they will not be able to pay for additional hours.

**Chief Mike Snavely,
Rolla Police Department**

Chief Mike Snavely of the Rolla Police Department expressed concerns over the rising crime rates in Missouri's rural communities. He pointed out that Rolla's crime index number for serious crimes has risen 8% over the last three years. While crimes against persons appear to be on the

rise again this year, Snavely noted that the occurrence rate for many crimes appeared to be declining, based on statistics compiled for the first part of 1991.

Snavely noted the importance of the neighborhood watch program in Rolla. Instituted in 1983, the program now covers 23 watch areas. Watch leaders are kept active through periodic meetings as well as an annual dinner. The police force regularly uses participants in the watch program as information sources during police investigations.

Other programs operated by the police department include the "Officer Bill" program, DWI education, shop lifting seminars, sexual assault and rape prevention seminars. Two programs which Snavely strongly favors are the community policing program and D.A.R.E.

Finally, Snavely spoke of two legislative issues which, he felt, merited attention. First, he stated that a change in the state Criminal Forfeiture Act was necessary. "We have to be in a position to liquidate the assets that we seize from drug dealers and get that money back to the agency that was responsible." Local police departments are struggling financially, and a change in the forfeitures statute would give them needed resources to combat the sale of drugs.

Second, Snavely stated his strong belief that minimum training standards for police officers in Missouri must be raised from the present 120-hour requirement.

**Captain Gary Whitner,
Missouri State Highway Patrol**

Captain Gary Whitner of the Missouri State Highway Patrol told the commission that the patrol increasingly finds itself understaffed to handle all the duties assigned to it. By statute, the patrol is limited to 900 officers statewide. However, because of budget constraints, the patrol has great difficulties maintaining that personnel level.

Additionally, Captain Whitner talked about the patrol's need for full powers of search and seizure. The patrol is the only major law enforcement agency in the state without such power. While the patrol is authorized by statute to investigate crimes of any nature anywhere in the state, they lack this most basic tool necessary to adequately carry out such investigations.

**Chief Ed Conley,
Waynesville Police Department**

Chief Ed Conley of the Waynesville Police Department spoke of the need for more resources and personnel in the small communities. Many of these communities maintain only three to five officers. Therefore, events such as illness or vacation can drastically affect the delivery of law enforcement services.

Conley also echoed the view of many that law enforcement training requirements must be raised statewide to a level of no less than 240 hours.

**Chief Tom Julian,
St. Robert Police Department**

Chief Tom Julian of the St. Robert Police Department spoke on a wide variety of topics. Julian mentioned the difficulty which small communities have dealing with the Fair Labor Standards Act. He spoke briefly about the need for increased training standards for law enforcement officers. Additionally, he criticized Missouri's forfeiture laws. As a result of these laws, he said, police departments across the state utilize the federal forfeiture program which returns a portion of all proceeds to the investigating agency.

Julian criticized the increased number of suspended sentences being issued to convicted felons. Criminals, the chief stated, consider such punishment to be "a joke."

Finally, Julian commented on the problems created by the state's minimum mandatory sentencing laws. The increased

sentences required for the most serious cases have had the effect of forcing out C and D class felons for lack of prison space. Julian urged that more prison space be created to handle this situation.

**Sheriff Don Blankenship,
Phelps County**

Sheriff Don Blankenship testified regarding many of the specific problems seen in Phelps County. Blankenship told commissioners that drug production was a large problem in the county as a result of the 63,000 acres of federal land situated there. Marijuana growers are increasingly using this land, rather than private property, to produce their crop.

Blankenship stated that a manpower shortage was a constant problem for his county as well as for the surrounding rural counties. Phelps County contains over 700 square miles of land. The sheriff's department has only three officers to cover this area at any one time. Consequently, response time to a violent crime in Phelps County is sometimes as much as 30 minutes.

Blankenship voiced his support for increased training requirements for Missouri law enforcement officers. Additionally, the sheriff spoke of the success of the D.A.R.E. programs in his county.

Finally, on the subject of domestic violence, Blankenship spoke of the need for regional shelters throughout rural Missouri. "At this point, if we have someone who wants to go to a shelter we have to send them about 100 miles to Springfield. This is a real problem for women with children in school or for women who have jobs in the local area."

**Sheriff Ralph Rider,
Camden County**

Sheriff Ralph Rider talked about the unique problems present in Camden County, as a result of the Lake of the Ozarks. "In the last part of May and the first part of June,

we've noticed that there are more assaults, disturbances and so forth. Then, as the season ends around Labor Day, we have a definite increase in burglaries and thefts."

Rider also voiced his strong support for the D.A.R.E. program. "Surveys since 1985 show that students enrolled in D.A.R.E. have much better grades and are involved in fewer vandalisms and other crimes."

**Sheriff Allan Strobe,
Miller County**

Sheriff Allan Strobe spoke of the serious need for additional resources in Miller County. "There's hardly ever a time when the calls aren't backed up."

Additionally, Strobe discussed the need for additional jail space throughout southern Missouri. "We just cannot afford to pay the expenses related to the increased jail population over the last few years. The first year I was in office they allowed me \$30,000 for prisoner board, and I spent \$95,000. The second year I asked for \$95,000, and they gave \$30,000 and I spent \$95,000. This year, I asked for \$95,000, and they gave me \$40,000, and I'll spend around \$80,000 on housing prisoners."

**Sheriff Bob Kent,
Crawford County**

In his testimony, Sheriff Kent of Crawford County tied the need for increased training to the lack of manpower suffered by his department. "The question that arises is how can I afford to send one of my officers

away for additional training when I don't have anyone to cover his calls?"

Regarding the manpower shortage in Crawford County, Kent said, "We're in a situation now where we're report takers. We don't have time to investigate any crime. Something happens, and your deputy goes out and takes a report and that's about the extent of it."

Additionally, Kent commented on the significant increase in child sex abuse cases. "We've got about one or two cases a week.

... That puts you in a real bind when you don't have the people to cover the investigation."

Finally, on the subject of inadequate jail space, Kent offered the following: "I've been in law enforcement going on 18 years. I use to be chief of police at Cuba, the largest city in our county. Over that time I've seen crime rise basically because there is no longer any fear of punishment. The guy out on the street has

absolutely no fear of punishment. He fears the average citizen having a gun and maybe shooting him for breaking in, but he's got no fear of law enforcement." Sheriff Kent urged the creation of additional jail space.

**Sheriff Buck Buerger,
Jefferson County**

Sheriff Buerger testified regarding the passage of a one-half cent sales tax for law enforcement in Jefferson County and the difference it has made in his ability to provide services to the community. "My budget went from \$2.5 million three years ago to

"The guy out on the street has absolutely no fear of punishment. He fears the average citizen having a gun and maybe shooting him for breaking in, but he's got no fear of law enforcement."

— Bob Kent

Crawford County Sheriff

\$6.2 million this year. . . We have our own police academy. All of our officers receive 640 hours of training." Sheriff Buerger urged that other counties pass similar law enforcement tax measures.

Sheriff Buerger voiced his support for the concept of regional jails and for bringing more women into law enforcement.

**Jeannie Hedge,
Mothers Against Drunk Driving**

Jeannie Hedge offered several suggestions designed to reduce drunk driving accidents among under-aged drivers:

- Stricter penalties for adults who supply alcohol to anyone under 21 years old.
- "0" BAC consumption law for anyone under 21 years old.
- Relaxing rules regarding the admissibility of BAC evidence.
- Licence plate confiscation for minors caught with alcohol.
- Elimination of charge reductions for minors convicted of alcohol-related crimes.

LEBANON**September 19, 1991**

The Lebanon hearing of the Governor's Commission on Crime took place Thursday, September 19, 1991. The hearing was held in the meeting room of the Laclede Electric Cooperative, 1000 East Seminole, from 2 p.m. to 4:45 p.m. Eleven witnesses offered oral testimony. Approximately 35 people attended the hearing.

Six commissioners attended the hearing, which was chaired by Attorney General William L. Webster. The other commissioners attending were Bob Crancer, The Honorable Mildred Humphreys, Richard C. Rice, Nathan B. Walker and Tom Ward.

Testimony**The Honorable Beth Long,
Missouri House of Representatives**

Representative Beth Long of the 142nd District testified about two community programs targeted at assisting the District 20 Probation and Parole office.

In January 1989, citizens of Camden, Laclede, Miller and Morgan counties joined together to form the Lake Area Citizens Advisory Board. The board is one of 14 such organizations across Missouri. Its purpose is to assist the probation and parole office in its efforts to rehabilitate offenders and also to involve the community in the corrections process.

The first program the advisory board developed is an attempt to respond to the preponderance of bad check offenders. Fourteen percent of all offenders under supervision by the probation and parole office in the four-county area are under supervision for passing bad checks. Hence, the advisory board instituted a seven-hour money management course aimed at teaching financial accountability to those offenders referred to the course as part of

their sentencing requirement. Long further mentioned that 120 offenders have successfully completed the course since its inception.

A second program developed by the advisory board is the Lake Area Citizens Alternative Program (LACAP). LACAP is a community service program which takes referrals from probation and parole system and assists in placing these referrals in community service positions. LACAP personnel evaluate an offender through an intake interview and, if appropriate, place the offender in a not-for-profit community agency to perform community service. The performance of the offender is further monitored throughout the time of service. Although the program has only been in existence a very short time, Long expressed great confidence in its likelihood of success.

**Officer John Maddox,
Buffalo Police Department**

Officer John Maddox of the Buffalo Police Department testified on behalf of Buffalo Police Chief David Anderson, who was a scheduled witness but was unable to attend the hearing.

Maddox spoke about the need for a hot pursuit law which would allow police officers of smaller cities to make arrests outside the city limits. Buffalo has had numerous incidents, especially involving persons driving while intoxicated, in which the suspect has fled the city and therefore avoided arrest. As a way of addressing the apparent concerns of the Missouri Senate (which last year rejected a bill which would have given this power to small cities), Maddox recommended that the law apply only to areas with a minimum of five police officers and population of 1,000. Although some cities have avoided this problem by having the county sheriff deputize their police officers, Maddox pointed out that deputization could increase the county's liability and is therefore avoided by many

counties.

**Captain Cy Davis,
Missouri State Highway Patrol**

Captain Cy Davis, Commander of Troop G of the Missouri State Highway Patrol, focused on three issues of interest to the highway patrol: Manpower requirements, search and seizure, and communications systems.

Davis claimed that Troop G is seriously undermanned. The troop encompasses nine counties and about 7,500 square miles. Over the past four years, traffic in the area has increased more than 30%. As a result, troopers sometimes have to drive more than an hour and one-half to arrive at the scene of an accident, and it is impossible to provide 24-hour coverage in the area. More importantly, the constraints of the Fair Labor Standards Act and the Proposition A funding cap have multiplied the difficulties of the troop to provide service to the citizens of south-central Missouri. Hence, Davis asserted that the troop needs at least 10 more officers to adequately patrol the area.

Additionally, due to manpower constraints, Davis asserted that providing the highway patrol the power of search and seizure is more important than ever. The necessity of having to involve the sheriff's department in cases where a warrant is required requires many unnecessary man-hours for both the highway patrol and the sheriff's department.

Finally, Davis detailed the communications difficulties of Troop G. He explained that in some of the more remote areas—Shannon, Carter and Reynolds counties—the troop headquarters cannot communicate by radio with troopers. Patrolmen can talk to the headquarters but cannot receive incoming communications. Hence, Davis advocated placing an additional transmitter in the area. Commissioner Richard Rice responded that, in the long term, a completely new statewide

multi-user communications system would be the only appropriate solution to communications problems throughout the state.

**Michael Holznecht,
Hickory County Prosecutor**

Hickory County Prosecutor Michael Holznecht testified about a broad range of issues.

Initially, Holznecht spoke of the deterrent effect of aggressive law enforcement and prosecution. He advocated an expanded penitentiary system and, for some offenders, alternative means of punishment, such as internment in military-style boot camps.

On a related matter, Holznecht expressed concerns about Missouri's probation and parole system. He suggested that the penitentiary system is sometimes too reticent to take back persons who violate the conditions of their parole. "It's my understanding," he said, "that unless the person who is on parole has committed some sort of violent offense, the penitentiary does not even want them back, and they tell the parole officer that." Furthermore, Holznecht criticized the parole board's policy of not notifying prosecutors of a prisoner's pending release unless prosecutors specifically request to be contacted.

Holznecht also commented briefly on what he saw as the limitations of electronic shackling. He offered an account of a man who was electronically shackled as part of his terms of parole and who, while on parole, was arrested once for urinating in public and once for stealing a motorcycle. He was not returned to prison for either violation. The problem, Holznecht contended, is that electronic shackling does nothing in itself to document or modify the behavior of those persons under probation or parole supervision.

**Greg Kays,
Laclede County Prosecutor**

Laclede County Prosecutor Greg Kays also spoke to a number of issues of particular concern to county prosecutors.

He generally praised the high degree of cooperation which is present among different law enforcement agencies. Kays argued that without the close cooperation and functioning of all parts of the criminal justice system, the entire system will collapse.

Kays also expressed his discomfort with the minimum training requirement for police officers. He contrasted the requirement of 600 hours to become a beautician with that of a police officer, who receives 120 hours of training, "a gun and a badge...[and is] responsible for all the laws that lawyers, scholars and judges argue about every day."

Later, Kays criticized the current system of parole and offered support for greater truth in sentencing. Rather than allowing parole during the early stages of serving one's sentence, he submitted that the public has a right to know what kinds of sentences felons are actually serving.

**David Millsap,
Laclede County Juvenile Officer**

Laclede County Juvenile Officer David Millsap testified in large part about the special problems encountered by juvenile officers in rural counties and the community programs which the juvenile court in the 26th Circuit (Laclede, Camden, Miller, Morgan and Moniteau counties) has used successfully.

Millsap spoke of the juvenile officer's difficulties in being involved with what amounts to the criminal investigation, prosecution, and probation supervision of each juvenile case. He explained that representing the state in detention hearings is tantamount to a preliminary hearing in criminal cases. Thus, in many parts of the

state, the juvenile officer first is responsible for prosecuting the juvenile offender and then must turn around and supervise the juvenile's probation—a very difficult task according to Millsap.

The juvenile officer must also coordinate the paperwork in the payment of restitution by juveniles and supervise community service work. In the first nine months of 1991 alone, Laclede County courts have ordered \$9,000 in juvenile restitution to victims of crime and more than 700 hours of community service. Millsap argued that putting juvenile offenders to work in the community provides the benefits of interaction both to youths and the community at large.

Millsap commented further on the advantages of juvenile detention centers and group homes. For "hardened" juvenile offenders, he believed detention is an absolute necessity, most notably for its shock value. Group homes, on the other hand, are most successful at dealing with juvenile status offenders. In either case, Millsap thought it important that the community do all it can to keep juveniles in the education system.

Finally, Millsap spoke of a personnel problem which deputy juvenile officers encounter: They are not part of the state merit system. Without this status and the amenities which come with it—a retirement system, medical insurance, liability insurance and other benefits—Millsap believed that retaining deputy juvenile officers will become increasingly difficult.

**Reverend Jim Ireland,
Council for the Prevention of Domestic
Violence of Laclede County**

Reverend Jim Ireland, coordinator of the Council for the Prevention of Domestic Violence of Laclede County, spoke of the efforts of this organization to address the problem of domestic violence in the local community. He told the commission that

the organization came into existence as a result of the alarming number of *ex parte* filings in the county which were the result of domestic violence: 157 such filings in 1990. Ireland then outlined the organization's four goals. First, the organization intends to provide short-term emergency protective shelter for the victims of family violence. Second, it attempts to help break the cycle of abuse through programs of education, support, referral and advocacy. Related to this goal, Ireland commented that "it would appear that violence has come to be viewed as acceptable, normal behavior" and that, as such, it spawns even greater violence: "children who have experienced or witnessed abuse within the family are 700 times more likely to become abusers or subjects of abuse as adults," he said. Third, the organization plans to disseminate information to the community which promotes understanding about the factors involved in domestic violence. Fourth, it advocates reforms which provide for violence-free lifestyles.

**Karen Blair and "Jane Doe",
Citizens Against Domestic Violence**

Karen Blair represented the viewpoints of the Citizens Against Domestic Violence, a not-for-profit organization which addresses the problems of domestic violence in Camden, Hickory, Miller, Morgan and Dallas counties.

With Blair was a victim of domestic violence who, requesting anonymity,

referred to herself as Jane Doe. Jane told of her personal experiences as a victim of domestic violence. She explained to the commission that her husband had repeatedly beaten her and once had put a loaded gun to her head. Although the police were as helpful as they could be, she indicated that she received truly adequate assistance only after contacting the Citizens Against Domestic Violence. The organization helped provide alternative shelter and the basic necessities of life and also assisted Jane in obtaining an *ex parte* order. Most

importantly, Citizens Against Domestic Violence provided support and counseling during an extremely traumatic ordeal.

Blair then explained in detail many of the individual and group counseling services which the organization provides to victims. Most notably, she expressed confidence in the

fact that counseling had resulted in a decrease from 75% to 61% in the number of victims who return to abusive homes. Blair also described the organization's attempt to provide advocate services and obtain legal representation for victims. She expressed strong concerns that victims often are not advised of the status of the abuser's case, incarceration and release.

Additionally, Blair outlined the group's attempt to locate and purchase real estate which would be suitable for a shelter. She suggested that it may be possible to pay for such a facility through local donations into a tax-deductible local assistance program.

"... Children who have experienced or witnessed abuse within the family are 700 times more likely to become abusers or subjects of abuse as adults."

*— Rev. Jim Ireland
Council for the Prevention of
Domestic Violence*

**The Honorable Jay Nixon,
Missouri Senate**

Senator Jay Nixon of the 22nd District testified before the commission about the need for a statewide drug enforcement task force. He indicated that his remarks were shared by Senator Jeff Schaeperkoetter, chairman of the Senate Criminal Jurisprudence Committee.

Nixon observed that "a massive bureaucracy has been formed to fight the war on drugs," including officials from the city, county, state, highway patrol, liquor control, Federal Bureau of Investigation, Drug Enforcement Agency, and Bureau of Alcohol, Tobacco and Firearms. To streamline drug enforcement efforts, Nixon asserted that the state should create a statewide drug enforcement strike force to provide aid, backup, coordination, and financial support for local law enforcement agencies. He further outlined three characteristics of the strike force. First, it should have the authority to function in cooperation with local officials in every corner of the state. Second, it should be headed by the attorney general or his designee with the full weight and authority which is vested in the chief law enforcement agency of the state. Third, it should function as a repository of information from which action can emanate. Nixon indicated that he and Schaeperkoetter planned to introduce legislation to this end in 1992.

Nixon also touched briefly on the issues of capital punishment and victims' rights. Regarding capital punishment, he expressed concern about the amount of time required to carry out the sentence. On the issue of victims' rights, he voiced strong support for the victims' rights ballot proposal.

**Alberta Slavin,
Lebanon**

Alberta Slavin of Lebanon detailed a personal incident to the commission

involving allegations of mistreatment by a public official. She exhorted public officials to use their offices for the greater public good.

KANSAS CITY**September 25, 1991**

The Kansas City hearing of the Governor's Commission on Crime took place on Wednesday, September 25, 1991. The hearing was held at the Linwood Multipurpose Center, 3200 Wayne, Kansas City, Missouri, from 1 p.m. to 3 p.m. Approximately 125 people attended the hearing.

The following commissioners were present for the Kansas City hearing: Attorney General William L. Webster, Jean Paul Bradshaw, Nathan B. Walker, Steven Bishop, Preston Bass, Jerry Fogel, Honorable Pat Kelly and Dr. Vernon Rice. Ray Price of the Kansas City Board of Police Commissioners was also in attendance.

Testimony**Mayor Emanuel Cleaver,
Kansas City**

Mayor Cleaver told the commission that in Kansas City, like most other urban areas, violent crimes have increased as a result of a growing population of impoverished and under-educated residents. Increasingly, gangs are resorting to drive-by shootings in Kansas City's neighborhoods. In August of 1991, Kansas City experienced more drive-by shootings than in any other month since city police began keeping such records.

Mayor Cleaver stated, "Kansas City cannot solve the problem of crime by simply buying more helicopters or hiring more policemen. We must deal with the potpourri of issues that affect our city's residents. What is required is an influx of federal money. And it does not appear, at least at this moment, that such help is on the way."

**Jean Paul Bradshaw,
U.S. Attorney, Western District**

Jean Paul Bradshaw stressed to the

commission the problems which have been caused throughout Missouri as a result of chronic underfunding. "Those of us involved in law enforcement are often times hampered—sometimes even crippled—by the inadequate tools which we are given to do our jobs. We suffer from the inadequate training which our out-state police officers receive. The physical equipment which they are given, particularly in the rural areas, is often times wholly inadequate for the job they are asked to do. Frequently, our officers are facing high-tech criminals with early twentieth century weapons. In many areas, manpower shortages are reaching critical proportions. We have found a few instances in rural areas where one or two road deputies are expected to cover a couple of hundred miles, and the radios they carry are unable to reach from one end of the county to the other. Finally, we have the ludicrous situation where our state's highway patrol has no general search and seizure power.

"Regarding the present budget crunch, we must figure out ways to do better with the money we have. Regionalization is something we must consider at all levels of law enforcement."

Bradshaw also described to the commission a pilot project operated in Kansas City with the help of the Department of Justice called "Operation Weed and Seed." This is an innovative program geared at addressing the root causes of crime, particularly drug and violent crime. The first stage is the "weed" stage in which law enforcement officials target particular neighborhoods for clean-up operations. Law enforcement officials weed out the criminals and put them behind bars for as long as possible. Once this stage is completed, the program enters the "seed" stage. The seed stage concentrates on economic development and coordinates the resources of HUD, the Small Business Administration, the city of Kansas City and not for profits such as the Neighborhood Alliance. "The goal is to produce a strong neighborhood.

Strong neighborhoods require good neighbors, and they require strong people who are in the community to make sure that community stays drug free."

**Chief Steven Bishop,
Kansas City Police Department**

Chief Bishop told the commission that drugs, guns, gangs and violence are fueling the crime statistics in Kansas City. "To see what drugs are doing in our cities, you only need look at the crime statistics. At the end of August, Kansas City had seen 88 murders for the year, compared with 86 murders for all of 1990. We had 3,300 robberies compared to 2,700 for all of last year. We had 4,700 serious assaults compared to 4,000 the year before.

"I am not one who believes that throwing more police officers at the drug and violence problem is going to cure it. I am very much a proponent of community-based policing. I need to get my police officers out of the cars and into one-on-one situations."

Bishop believes that the solution to Kansas City's drug problem begins with additional funding for rehabilitation and education. "If we are going to be successful in the drug problem, we must educate this generation of young people so they do not become tomorrow's drug users."

Finally, Bishop urged the commission to push for increased training requirements for Missouri's law enforcement officers. "You must have better training—highly educated officers to deal with these problems and make instantaneous life or death decisions. I am embarrassed, as one of the major law enforcement officials in Missouri, that this state is last in the nation in the number of hours required for police officer training."

**Sgt. Hardie Smith,
Kansas City Police Department**

Sgt. Hardie Smith is a specialist on gangs and gang-related violence in the

Kansas City area. "To give you an example of how far this gang mentality goes, I want to tell you about the shoe called British Knights. Of course, there's a BK on the back, and most of you know gangs interpret the BK as standing for Blood Killers (Crips). Obviously, the company does not want to sell shoes *only* to Crips. They also want to sell to the Bloods. So the manufacturer of British Knights recently came up with a shoe specifically designed to appeal to Bloods. It is a red shoe called Columbian Knights with a CK on the back. On the street, the shoe means Crip Killer.

"Regarding solutions to the gang problem, I think we need to interrupt their patterns of transportation. If there's one thing I hate to do as a police officer, it is to stop any car with dark tinted windows. A law that forbid tinted windows would save a lot of lives as far as I'm concerned."

**Officer Peter Schilling,
Kansas City Police Department**

Officer Peter Schilling described to the commission the success of the Kansas City Police Department's community policing program. Community policing attempts to take officers from the squad cars and return them to the neighborhood sidewalks where one-on-one relationships can develop. "During the last several months, the residents we've talked to have been very receptive to us. They have given us information during the evening hours relating to drug activity and drug houses, gang members, etc. That was when I first realized we were making a positive impact."

**Al Brooks, Director
Ad Hoc Group Against Crime**

Al Brooks stressed the need for immediate action in the war against urban decay. "Unless we find some alternatives—some options—for many of our inner-city youth, we are going to lose them and continue to lose them. We need recreational activities, job opportunities and alternative schools

that can manage our young people. Too many of our teenagers die on these streets. Too many fail to reach the age of sixteen.

"In addition to the need for outside assistance, I think that the community has an obligation to help itself. We have to be mentors. We have to be role models. We have to set into motion community standards based on morality and spirituality and respect for personhood and humanism.

"We need to provide our children with options. We need to show them job opportunities, educational opportunities, recreational, cultural opportunities to keep them busy. Whoever came up with the old bit about 'an idle mind is the devil's workshop' was on to something. It needs to be said over and over."

**Diane Charity,
Mother of fourteen-
year-old boy shot by
a gang member**

Diane Charity told the commission of the difficulties of raising children in the gang-ridden areas of Kansas City. "Our own boys are beginning to get guns to protect themselves against these gang members. They feel that they cannot even walk around the corner to their grandmother's house without needing a gun to do it."

**Emanuel Kind,
Kansas City resident and father of a boy
killed by gang violence**

"After my son was killed, I found out he had been in a gang called O.G., the Original Gangsters. I asked some of the guys he hung out with why they got involved in gangs. They all told me the same thing—they wanted someone or something to identify with. After school, many of these youngsters have nothing else to do, so they come back to the neighborhoods, and they hang out with the gangs.

"Unfortunately, high school athletic teams can't include everyone. I'm involved in a church group that is trying to organize an after-school football league. I don't care if a youngster can't catch a ball. If he wants to participate, we'll let him participate. Any child that wants to play some type of sport should have that opportunity made

available. We need to provide some outlet other than the gangs."

**Denise Hall
Kansas City resident**

Denise Hall talked to the commission about the changing attitudes brought about by gangs and gang violence. "Parents are

*"Parents are scared of
their own children today.
Never in my life have I
seen children be able to
talk to their parents the
way they're talking to them
now. I've seen boys slap
their fathers around. I've
seen boys beat their
mothers. I've seen sons and
daughters steal from their
parents. We've got to give
discipline back to families.
We've got to give discipline
back to the schools."*

*— Denise Hall
Kansas City resident*

scared of their own children today. Never in my life have I seen children be able to talk to their parents the way they're talking to them now. I've seen boys slap their fathers around. I've seen boys beat their mothers. I've seen sons and daughters steal from their parents. We've got to give discipline back to the families. We've got to give discipline back to the schools."

**Gail McCoy,
Kansas City resident**

"My son is fifteen years old. I have two other boys, ages four and three. I take care of them by myself. My son got shot in front of our home, and I had to leave my house ... pack my children up ... to save my son's life—to save our lives. My son is a lot more fortunate than some of the kids that have been victims of drive-bys. He is paralyzed from the waste down, but we still have him, and we still love him.

My son has been in the hospital since June 11 (three months). He was just released this morning, and I am hear pleading—help these youngsters. My son complains all the time, 'I'm bored', 'I don't have enough to do.' I try to keep them busy, but as the other witnesses have said, the street is all these children know. We've got to get that out of there heads."

**Cliff Sargeon, Chairman
Ad Hoc Group Against Crime**

Cliff Sargeon expressed to the commission his concerns regarding Sections 195.130 and 513.607 of the Revised Missouri Statutes dealing with evictions and forfeitures as they apply to drug houses and drug trafficking. He told commissioners that these statutes would be very valuable tools for Kansas City's Weed and Seed program if they were easier to enforce. "As the law stands now, we have found that the tiger has no teeth."

Additionally, Cliff Sargeon urged the commission to find a way to expedite the

eviction process as an aid to honest landlords who try to evict drug dealers. "Persons are served with an eviction notice, but it takes six weeks before a hearing is held and then the tenants know they've got another 30 days before the process is finalized. During that time, the tenant just tears the place apart. Landlords are reluctant to put themselves in that position. We need to help them."

Finally, Sargeon told the commission that he believes that early identification of juveniles exhibiting illegal propensities and conduct is essential in providing them assistance and guidance. "To this end, we believe that it is essential that authorization for reporting, retaining and disclosing juvenile records for criminal justice purposes be broadened."

**Honorable Doug Harpool,
Missouri House of Representatives**

"As chairman of the top judiciary committee, I give my pledge to you that we will do our best to address every recommendation presented to us by the Governor's Crime Commission. In the legislature, we have the Missouri First Task Force. We hope to work with this commission—pool our resources—and put together a serious crime package for the next legislative session.

"Our task force has five goals which we are presently working on. The first is that the sentencing dispositions in this state should be free from disparities due to race, gender, socioeconomic status or geography. Second, adequate resources should be available to combat the use and sale of illegal drugs. Third, Missouri's law enforcement officers should be educated and properly trained professionals. This is my pet issue. For six years, I've been trying to get the general assembly to address the woeful professional training standards we have for law enforcement officers. And while most of our urban areas have gone

well beyond state minimums, our rural areas continue to have grossly inadequately trained officers.

"Fourth, Missouri's criminal justice system should incorporate effective alternatives to incarceration. Fifth, Missouri should provide maximum opportunities for the rehabilitation of juvenile offenders. And I'll add a sixth after listening to today's testimony: Missouri's young people should be raised in a gang-free environment."

**Honorable Mary Groves Bland,
Missouri House of Representatives**

The Honorable Mary Groves Bland on gang violence and urban decay: "We not only need funds to address these problems ... it takes courage ... it takes a citizenry that will say 'no more.' It requires a church that takes a leadership role and says 'we'll stand with you.' I don't have the answers, but I do know that we can't continue to cry about this problem. At some point, somebody has to stand up and say 'let's go.'"

**Charlynn Smith,
Mothers Against Drunk Driving**

Charlynn Smith told the commission that motor vehicle crashes remain the number one cause of death in the United States. Fifty percent of all motor vehicle deaths are alcohol-related. In 1990, 44,529 persons died in alcohol related traffic crashes. In that same year, 355,000 persons were maimed by drunk drivers, an average of one person every minute.

"I recently heard of a youth killed in a drunk driving crash in the St. Louis area. He was hit by a drunk driver that had had his license revoked since 1983, and there are allegations that this individual had at least seven prior convictions for drunk driving offenses before ever losing his license.

"Today, the victims seem to have fewer rights than the accused. They receive little cooperation from authorities. They have been ignored. They are treated rudely and sometimes lied to just because they want

answers."

**Captain Shay East,
Missouri Highway Patrol**

Captain Shay East expressed to the commission his support for extending full search and seizure powers to the highway patrol.

Additionally, East told the commission that the highway patrol lacks the manpower to sufficiently cover all the duties assigned to it. "Like most other law enforcement bodies, I need more people. Under my organization chart, I'm presently three people short, but I could very easily put 20 more officers to work. I have backlogs 24 hours a day in some areas."

**Palle Rillinger,
Metropolitan Organization to Counter
Sexual Assault**

Palle Rillinger told the commission that one in three girls and one in seven boys will be sexually abused during their childhood. One in four women are victims of rape or attempted rape. Rape is increasing at a rate four times that of other crimes.

Palle Rillinger expressed her view that police officers and other critical players in the criminal justice system should receive training regarding the proper treatment of victims and regarding sensitivity to victims of sexual assault and abuse. She urged the creation of programs to counsel children who have been sexually abused. "We know that 90% of all adults prosecuted for sexually abusing children have, themselves, been victims of childhood sexual abuse."

**Irene Dean,
Parents of Murdered Children**

Irene Dean told the commission that she would like to see parole information made available to the newspapers on a weekly basis so that it may be published. She believes that the public has a right to be informed as to who is released from prison. Second, she urged parole boards to consider

more closely the kind of environment and family support system that criminals are paroled into. She believes criminals without family support should be paroled to halfway houses. "We should not say, 'You're free. Citizens beware.'"

Irene Dean also stated her belief that a burden placed on victims' families could be lifted if they did not have to personally attend parole hearings. Many states have begun to allow video-taped testimony for victims and the family members of victims in parole hearings.

**Albert Smith,
Parents of Murdered Children**

"I have strong objections to the insanity defense as it is defined in Missouri. The approach is wrong, and it's time it was changed. The way the defense is defined is vague and so imprecise that perpetrators can escape criminal responsibility for intolerable acts. Missouri also has rejected the partial responsibility law, so that even if someone has committed a murder—if they are insane—they go free.

"The major weakness present in Missouri law, as I see it, is the freedom with which the mental health bureaucracy has to recommend partial or complete releases. The man that murdered my son was declared not guilty by reason of insanity. The system in Missouri then allowed him to apply for release the minute he was committed, and again every six months after that. Mental Health gave him a conditional release less than four years after killing our daughter. Every six months we had to go through a hearing. However, there was no automatic system that we be notified prior to these hearings. Only through aggressive action were we aware of what was going on. It should also be noted that the families of the victims are not made aware when one of these prisoners is released from Mental Health.

"Idaho has enacted a law that states mental conditions shall not be a defense to

criminal conduct. We need that law. The insanity defense is a left over from 19th century thought and now stands as a questionable exception to the ordinary consequences of criminal conduct. The defense invites defendants to sift through the pool of available psychiatrists for the purpose of avoiding punishment.

"Furthermore, we need to incorporate video-taped testimony into our parole hearings, into our state's parole hearings. As it stands now, I have to drive from Kansas City to Farmington to attend the parole hearings of the man who killed my son. I have to pay for a motel. I have to walk through the prison population to get to the hearing room, and then I have to sit next to the man who killed my son in order to give my story."

**Bobby Hilford,
Parents of Murdered Children**

Bobby Hilford told the commission that juveniles must be made to take the responsibility of an adult when they commit an adult crime. Juvenile records should be kept open for the purpose of determining paroles, presentence investigations and the dangers of releasing criminals back into society.

**James Mooney,
Victims Services for the Juvenile Division
of the 16th Circuit**

James Mooney, urged examination of the Crime Victims' Compensation Fund in Missouri. In 1990, 1,370 claims were filed with the fund. It is estimated that this year, over 2,000 claims will be filed. Right now it takes anywhere from six months to one year to process one of these claims. "That is a slap in the face for Missouri citizens who are victimized by crime."

**Roy Johnson,
Westport Crime Prevention**

"We've heard over and over again today that people are not spending as much time in

jail as they have been sentenced to. They're not spending time in jail because there's not enough jail space for everybody. So I hope before we waste more time toughening sentences for criminal offenses we begin to look at where we're going to put these people.

**Mary Alice Corcoran,
Volker Neighborhood Association**

Mary Alice Corcoran of the Volker Neighborhood Association testified about the elements of a successful neighborhood organization. She suggested that formal block watches be established to patrol neighborhoods. Additionally, such organizations should investigate the feasibility of installing additional lighting. Organizers should invite area policemen to block meetings.

Corcoran also spoke of the constant struggle for funding which neighborhood organizations endure. Phone bills, postage and newsletters all represent hidden costs.

**Representatives of the Blue Hills
Community Association**

Several representatives of the Blue Hills Community Association spoke of the need for community centers within the urban neighborhoods to provide a place for youngsters to go when they come home from school. They stated that youngsters in their area are bored and frequently have no one at home to talk with. Frequently, the home environment is violent. Community centers would provide activities which would keep their youngsters off the street. Community centers could provide meeting places for elderly individuals. They would provide an atmosphere where otherwise neglected children could meet and interact with area role models.

**Joelouis Mattox,
Crime Prevention Officer,
Kansas City Housing Authority**

Joelouis Mattox of the Kansas City

Housing Authority spoke about the need for cooperation between housing projects and local police.

With the help of local police, crime in the Kansas City housing projects has decreased dramatically in recent years. Mattox attributes much of the success to police involvement in the community. Local residents tip off police regarding potential drug activity, and police respond with arrests.

Additionally, the Kansas City Police Department supplies the housing authority with monthly reports outlining all criminal activity in the various developments for the month. This allows residents to quickly respond to emerging problems. Residents then seek out specialized assistance when concrete patterns emerge.

Reverend Beal Fountain

Reverend Fountain suggested that, as an alternative to incarceration or reform school, juvenile offenders be released into the custody of the community against which their crime was committed. Under this system, the community—rather than the justice system—could set the proper punishment. Reverend Fountain expressed his view that the justice system has grown soft on criminals and that, as a result, juvenile offenders no longer respect the authority of the justice system.

ST. LOUIS

September 26, 1991

The St. Louis Hearing of the Governor's Commission on Crime took place Thursday, September 26, 1991. The hearing was held at St. Alphonsus Rock Church, 1118 North Grand, from 2:00 to 4:45 p.m. Twenty-one witnesses offered oral testimony; six persons submitted written testimony only. More than 200 people attended the hearing.

Eighteen Commissioners attended the hearing, which was chaired by Attorney General William L. Webster. The other commissioners attending were Marion Cairns, Bob Crancer, James DeClue, Clarence Harmon, Steven B. Higgins, Diane Kerckhoff, Kevin King, Neil F. Kurlander, Gary Maddox, Jean H. Mathews, The Honorable Edward Ottinger, H. S. Puri, David A. Robbins, George H. "Bert" Walker, Nathan B. Walker, Tom Ward, and The Honorable Roger B. Wilson. The commission was also assisted by John P. King and The Honorable Anthony Ribaud, who acted as special hearing commissioners.

The hearing focused primarily on the crime programs implemented in the Midtown area. However, the commission also heard testimony related to St. Louis City as a whole and the surrounding metropolitan area.

Preceding the hearing, Chairman Webster and a handful of other commissioners were given a tour of some of the key areas in the Midtown Area by 9th District Police Captain Jack Titone. Most notably, the group toured the "Whole New Area," an area which used to be called "The Hole" due to the alarming numbers of robberies, rapes, assaults and drug-related crimes which occurred in the neighborhood. The commissioners were told of how police and residents joined together to initiate a zero tolerance level concerning crime, resulting in a decrease in crime of 53.3% in

the first months of implementation. The group also visited the Covenant and Blumeyer neighborhoods, which are beginning to reap the benefits of Community Oriented Police Services—better known as the COPS program. Community-oriented policing is an attempt to develop police work which is pro-active rather than simply reactive and which attempts to address the root problems which often result in criminal activity. As Titone stated, "The best defense against crime is an organized neighborhood."

The hearing was opened by short welcoming remarks from Captain Jack Titone and three musical selections by "The Jesus Gang," a choir composed of children of the Blumeyer Housing Development and directed by Arnetta Kelley. The choir was clearly a reflection of one of the positive programs made available for children by a community which is interested in providing concrete alternatives to the lure of crime, drugs and gangs, which often entices today's urban youth.

Testimony

Colonel David A. Robbins, President St. Louis Police Board of Commissioners

Colonel David A. Robbins, president of the St. Louis Police Board of Commissioners, directed his testimony to the success of the Community Oriented Police Services, better known by the acronym COPS. In this community-oriented approach to policing, the St. Louis Police Department has begun to form a partnership with the city government as a whole and, in turn, with the citizens of the city. He noted that the philosophy behind the COPS program is to bring "all concerned and affected groups together to solve problems, to be pro-active and not reactive, and to concentrate on effectiveness not efficiency." The goal is to develop close and personal relationships with citizens and, in the end, to build a base of "satisfied customers."

Community policing began in the Fox Park neighborhood of St. Louis and has since been expanded to three other neighborhoods in the city. Robbins cited one high crime Midtown area known formerly as the "Hole" but known now as the "Whole New Area" as an example of community policing's potential for success. By initiating a zero tolerance for crime and a drug-free environment, the police, city government and residents have together been able to transform the neighborhood. City departments have helped clean debris from the streets, increased parental involvement in schools, provided safe and convenient areas for recreation and have taken on a myriad of other tasks aimed not only at decreasing crime but also in improving the over-all condition of the neighborhood. In short, Robbins insisted that COPS was a tool which, while not a panacea, was the most effective mechanism to fight crime in the city. He closed his statement with a plea to the commission to assist and support police departments as they attempt to expand such programs in St. Louis and across the state.

Robbins also responded to questions related to the city's gun buy-back program as well as the displacement of criminals to neighboring areas. Regarding the gun buy-back program, Robbins noted that the program was patterned after an initiative in Philadelphia which collected 1,054 weapons in two weeks. Robbins further suggested that the goal of the program was two-fold: First, to heighten public awareness of the number of guns on the street and second, to take some functional weapons off the street that might either end up stolen or used "in the heat of passion" in a homicide. Robbins was also asked about the problems which occur in areas surrounding St. Louis when St. Louis City police are successful at displacing criminals. As might be expected, these criminals often end up in neighboring areas. Robbins responded that all police

departments must become more involved in a collective effort to deal with the long-term impacts of the displacement phenomenon.

**Colonel Clarence Harmon, Chief
St. Louis Police Department**

Colonel Clarence Harmon, Chief of the St. Louis Police Department testified primarily about three issues.

First, Harmon outlined the areas in which the city is fully dependent upon the state for assistance, including monitoring persons on probation and parole, providing drug treatment and youth service facilities, providing public defenders services and funding curfew centers. Speaking specifically to the curfew center issue, Harmon requested that the \$25,000 grant from the Department of Public Safety be fully funded to a level of \$100,000, thus allowing the centers to operate every day rather than on weekends only.

Second, Harmon strongly recommended that the state revise its juvenile code. He insisted that the current code, which is more than 30 years old, was created at a time when a strong family environment existed. Unfortunately, the environment has changed, but the code has not. Harmon suggested that the code be amended to take account of one-parent families and other social changes which have dramatically altered the way of life for many juveniles, especially those who live in urban cities. In fact, he said, a great many juveniles even scoff at the juvenile detention system—traditionally one of the system's most severe forms of punishment—viewing it as a place for a shower and a hot meal. More importantly, the entire code lacks much deterrent effect since juveniles know that their record will be wiped clean at age 17, even if it is full of incidences of rape, armed robbery, auto theft, and perhaps murder. Harmon urged the state to authorize and fund a study of existing law by an outside, independent group or by the state Juvenile

Justice Advisory Commission which will give the state the information necessary to amend the code reasonably.

Third, Harmon addressed very briefly the ability of local communities to govern themselves with respect to the issuance of gun permits. He urged the legislature to return this power to the metropolitan communities.

Harmon also responded to questions on four other topics. First, on the issue of manpower needs, he suggested that the St. Louis Police Department needed at least 150 additional officers and, possibly more, if community oriented policing were to reach its full potential. Second, Harmon voiced his support of a proposed curfew for underage youth at Laclede's Landing, addressing concerns of those who believed it might be applied in discriminatory fashion by stating that "the issue simply was how do we deal with young, underage persons of whatever race who happened to come on the landing and engage in disruptive behavior after hours." Third, Harmon responded to a query regarding consolidation of local police departments into a regional department. While he suggested that such a consolidation is worthy of consideration, he noted that any plan must balance the improved efficiency of such a unit with the potential loss of local autonomy. Full consolidation aside, however, Harmon strongly supported collective efforts such as Metropolitan Enforcement Groups (MEGs) to address drug and gang problems. Fourth, Harmon discussed the relationship between economic recession and crime. While he did not have any data which would detail a direct correlation between economic trends and the crime rate, Harmon suggested that "they seem to go together. We've witnessed a decline in the economy; we've also witnessed a rise in some level of crime for whatever reason—frustration, joblessness, homelessness, and some of those other issues which I think may be contributory factors."

**Captain Dale Buschmann,
Missouri State Highway Patrol**

Captain Dale Buschmann, Commander of Troop C of the Missouri State Highway Patrol testified about three issues.

Buschmann dedicated the majority of his testimony to the issue of search and seizure powers for the highway patrol. Like many of his colleagues, he outlined the problems associated with the patrol's inability to apply for a search warrant, to conduct searches, or to seize evidence in these searches. Buschmann plainly stated that the issue was not one of cooperation—the highway patrol is very willing to cooperate with local police and sheriffs—but of efficiency and manpower. In fact, he suggested that cooperation with local officials was the least of his worries, because the patrol has developed close ties to local agencies, as evidenced by the collaboration in 56 recent arrests as part of the marijuana eradication program in the Troop C area. However, he noted that many of the departments are understaffed and that having two sets of officers carry through the search and seizure process takes a considerable number of man hours. Simply put, Buschmann stated, the current search and seizure requirements create an extra layer of bureaucracy that need not exist. In closing, he requested that the highway patrol be "allowed to operate as full police officers in this state."

Buschmann also discussed the twin issues of funding and manpower. He commented that a majority of the patrol's work is, of course, conducted along the highways of Missouri. However, the patrol also is involved in other criminal work: For example, in the Troop C area in 1991, to date the patrol had interdicted over two tons of marijuana and 100 pounds of cocaine. This tension between promoting safety on the road and pursuing other criminal investigations has resulted in a decrease in

the number of troopers patrolling the roads of St. Louis County from 42 to 32 since 1980. More importantly, when these manpower dilemmas are combined with the funding crunch which resulted from the Proposition C funding cap, Buschmann concluded that the patrol is being "strangled" in the competition for funding from general revenue sources.

Buschmann also responded to a question relating to the asset forfeiture program which allows law enforcement officials to seize property from drug dealers. He indicated that the program is of great assistance to all law enforcement agencies in general and to the patrol in particular. Just that morning, the patrol had received an asset forfeiture check of \$150,000, money that in the past has been used for the purchase of automatic weapons, a helicopter, and other materials of benefit to law enforcement.

"The best defense against crime is an organized neighborhood."

— Jack Titone

St. Louis Police Department

**Colonel Robert G. Lowery, Chief
Florissant Police Department**

Colonel Robert G. Lowery, Chief of the Florissant Police Department, spoke to the commission about police officers' arrest powers. He suggested that all police officers in the state need the power of arrest anywhere within the state. At this point, officers who are part of major case squads have this authority, but the great majority of officers have no such power. Lowery explained that during the last session of the Missouri Legislature, legislation was introduced to give law enforcement officials of first-class counties these powers but, after passing the Senate, it was unable to make it through the House of Representatives. He turned aside the objection that conflicts might arise between outside officers and local police

departments, stating that a board of governors composed of police chiefs and other officials could eliminate most—and mediate remaining—disputes.

Lowery spoke very briefly about a number of other issues of interest to police. He indicated his broad support for Multijurisdictional Enforcement Groups (MEGs), increased training requirements for police officers and reform of the state's hot pursuit law.

Lowery also submitted written testimony drawing attention to the fact that House Bill 462 of the 86th General Assembly apparently allows police officers in third-

class cities the authority to arrest persons only for violations of laws—including municipal ordinances—which occur in their presence. Earlier, in 1986, officers in those counties were given broader authority to arrest without a warrant any person he sees violating or who he has

reasonable grounds to believe has violated any law in the state, including municipal ordinances.

**Colonel Carl Wolf, Chief
Hazelwood Police Department**

Colonel Carl Wolf testified not only as the Chief of the Hazelwood Police Department but also as the co-chairman of the Missouri Police Chiefs Association's Legislative Committee.

Wolf stated that Multijurisdictional Enforcement Groups (MEGs) have the potential to become powerful tools in the fight against crime. In St. Louis, there are currently five Municipal Enforcement Groups in which officers from a number of different communities join together under

one commander to investigate illegal drug activity. Wolf stated that he would like to see this concept become a statewide initiative which would be an efficient and economical method of fighting crime.

Wolf also called for reform of the state's hot pursuit law to give police officers greater power to pursue and apprehend fleeing law violators. While officers of first-class counties presently have the authority to conduct these types of hot pursuits, Wolf called for an extension of these powers to all counties.

Additionally, Wolf supported earlier testimony regarding the Highway Patrol's need for increased manpower and the need for revision of the juvenile code. Regarding the highway patrol, he called for more officers to work the highways, therefore freeing up his men for other tasks. He indicated that the citizens of his community will not tolerate the use of city police officers to patrol interstate highways and instead insist that the city police department's function "is to be in our neighborhoods protecting us from burglary, etc." Regarding the juvenile code, Wolf maintained that special provisions must be made for the high-risk juvenile offender, who is basically a hardened offender. He also urged for improved lines of communications in dealing with all juvenile offenders.

**DeAndre Boyd,
Vashon High School**

DeAndre Boyd, a student at Vashon High School, shared his perspective on a number of issues with the commission.

Boyd initially commented that the closing of the Fifth District Police Station in his neighborhood resulted in a significant increase in crime and rapid deterioration of the neighborhood. Chief Harmon, in response to Boyd's concerns, acknowledged that the physical presence of a police station does provide an "anchor of stability" for many neighborhoods, and that the emphasis

on community policing was an attempt to replace some of the presence which was lost due to the closing of the facilities.

Boyd then spoke about two programs at Vashon High School which he described as very positive influences in his life and in the lives of others. First, he talked about Vashon's leadership programs, which give students the ability to get to know themselves better, to display their talents and to become active leaders rather than passive followers. He especially credited an annual conference in Michigan with giving himself and others confidence and a better sense of "what the other side of life is, besides all the boom boxes and crime." Second, he had high praise for a program called TREND, Turning Recreational Excitement in New Directions," which offers high school students alternative social events without drugs and alcohol or gang-related activity.

**Tyrone Wilson,
Vashon High School**

Tyrone Wilson, another student at Vashon High School, also shared his views on growing up in the Midtown neighborhood.

Regarding Vashon High School, Wilson complimented Project Courage, a seventh-period class which builds up the self-esteem of students. Wilson also described the effects of gangs on the school. He suggested that the gangs tend to be made up of persons outside the school system but that they regularly harassed students outside the school.

Additionally, Wilson indicated that he believed parental involvement was the key to assisting youth in avoiding drugs. He said that peer pressure was still likely to be negative in many aspects but that parents are important in encouraging their children not to sell out to the quick money but rather to have patience and work for success in education and other areas.

**Father Chuck Beierwalters,
St. Alphonsus Rock Church**

Father Chuck Beierwalters of St. Alphonsus Rock Church spoke very briefly to the commission. He commended the commission for seeking testimony about the firsthand experiences of ordinary citizens who deal with crime on a daily basis. He also commented that the rising crime rate was in many ways the function of a kind of fatalistic attitude in which people operate under the assumption that there is no tomorrow. He stressed that in order to give youth an alternative to crime, a community must develop not only something for youth to do, but also something for them to do with dignity. Finally, he recommended that the commission seek additional membership from the inner city areas, especially from the African-American population.

**Charles Mischeaux, First Vice President
9th District Business Association**

Charles Mischeaux, first vice president of the 9th District Business Association and president of the St. Louis Chapter of the NAACP testified at length about the community's role in preventing crime. He maintained that the 9th District Business Association could expand to become a citizens' association rather than just a business association. By expanding the association, more people would have a chance to come into contact with police officers before they encountered them in difficult and stressful situations. He also stressed that the business association was beginning to become active in a role modeling program to help youth develop positive and realistic images of what they could become. Instead of offering sports celebrities as the only role models for youth, he suggested that neighborhoods could do more to highlight pillars of their own community. Most importantly, Mischeaux suggested that communities must return to "old values where the parents were

responsible for the kids, and neighbors were responsible for other neighbors and ... we got involved." For example, Mischeaux suggested that parents ought to be held responsible for the 2,000 or more children truant from St. Louis public schools on a daily basis.

Mischeaux also gave his impression that the gang problem is almost wholly a function of the reality that "kids don't have anything to do; they don't have any place to go ... and they want to belong to something." He urged all involved to stop studying the gang phenomenon and instead, devote resources to developing programs to give youth alternatives to gangs and funding curfew centers to keep youth off the streets. Moreover, he stated that many gang and other crime problems could be diminished by giving the St. Louis Police Department more authority. "We are very proud of the St. Louis Police Department," he said, "and we have enough confidence in them that they have the training and the supervision [so that they] will not step over the lines" of proper police behavior.

**Eugene Kilgen, Executive Director
Central Westend South Business
Association**

Eugene Kilgen, executive director of the Central Westend South Business Association and director of the Washington University Redevelopment Corporation testified on three issues. First, he described the impact of Washington University Medical Center on the community, suggesting that this institution and others like it are important to their home communities because of their medical expertise, their pleasant and safe environment, and the actual as well as perceived safety they transfer to the community. Second, he testified to the substantial benefits of Ninth District Captain Jack Titone's policy of holding a regular series of meetings with the people of his

community to keep open the lines of communication between citizens and police. Third, Kilgen spoke about the impact of supplementary police services on the community. By hiring off-duty police officers from the Ninth District as security guards, businesses in the area have increased security in the area in such a way that the security guards have a very close relationship with the on-duty police, thus increasing cooperation and adding to the police control available. Also, a cooperative venture by the police, condominium owners, the business district and the medical center has resulted in the purchase of a security patrol car with markings similar to that of the police. Costing about \$76,000 a year, it has reduced crime by 49% in its first three months of operation. Kilgen suggested that this kind of venture is very important, especially since the public perception of safety in St. Louis has taken a considerable blow due to a reduction in police services. Kilgen concluded that "the public perception of safety in the city has to be raised, and the reduction of 700 officers as I understand it over the last 10 years is not the way to raise that perception."

**Thom M. Digman, Chairman
Midtown Alliance**

Thom M. Digman, chairman of the Midtown Alliance and vice president of City Center Redevelopment Corporation provided the commission with a brief overview of the Midtown Alliance's membership and goals. He explained that the alliance consists of representatives from three St. Louis neighborhoods—the Covenant neighborhood, Blumeyer village, and Grand Center Arts and Entertainment District—each of which experiences vastly distinct and unique challenges but which may have a spillover effect on other communities. The Covenant community is generally a single family residential neighborhood with a high rate of home

ownership and a highly motivated populace. Blumeyer is a public housing complex which, since 1983, has been facing increasing problems due to drugs and drug-related crimes. The Grand Center neighborhood consists of the Fox Theater, the Powell Symphony Hall and other halls which bring large groups of people to the neighborhood. By throwing their lots together, these three neighborhoods have been able to coordinate spending for security and development of other programs to assist the entire community. As Digman pointed out, through a combination of strong leadership, government assistance and broad community involvement the community has been able to identify and address problems in a way not before possible.

**Reverend Ike Hentrell, Pastor
Scruggs Memorial Episcopal Church**

Reverend Ike Hentrell, pastor of Scruggs Memorial Episcopal Church, testified about the Covenant Blu Neighborhood Association, an organization which has come together "to revitalize our neighborhood by establishing safety in our streets, security for our homes, adequate housing for new and long-time residents, and by bringing into our area the services needed for a stable living environment." Buttressed by three anchor churches, the community has attempted to defeat the drug problem which threatened to overtake the neighborhood streets. Thus, a grassroots effort of neighborhood citizens in conjunction with police has helped make available to all citizens the basic stability and services necessary for a quality life. Most importantly, the group has identified housing as a key need. As Hentrell put it, "We desperately need help in removing dilapidated housing because these houses foster the type of activities that are not conducive to a good, healthy community." Finally, Hentrell credited the police department's policy of complete

confidentiality in reporting crimes with increasing public confidence in the department; confidentiality, he said, removes the fear of retaliation and intimidation and has increased the number of incidents reported by citizens.

**Marie Spruell, Neighborhood Coordinator
Covenant Community**

Marie Spruell, a neighborhood coordinator in the Covenant Community testified about the Block Unit program. A block unit is a cooperative self-help organization for home and neighborhood improvement. Spruell indicated that her involvement with the neighborhood came after a period of complete frustration with the amount of crime in the community. She decided that community action was a necessity and, together with a few other energized citizens, began to form partnerships on every block in which neighbors would work together to address the various problems they all faced. The central point of the program, she said, is quite simple: "We use and pool our resources to make them work for the betterment of the whole community."

**Sister Joy Jenson,
Saint Alphonsus Rock Church**

Sister Joy Jenson of Saint Alphonsus Rock Church testified very briefly about the way in which the Covenant neighborhood has taken to heart Captain Jack Titone's admonition that "the best defense against crime is an organized neighborhood." She suggested that the only way to get to the heart of the problem was to hear from and involve the citizens who are faced with crime and poverty on a daily basis. She admonished everyone involved to put aside their personal agendas and band together to meet the basic needs of all citizens. The community's greatest need, she said, was affordable housing and, beyond that, community policing which will expand the coalition of persons and organizations

attempting to improve the lives of all citizens.

**Regina Boyd, President
Blumeyer Tenant Board
and
Arnetta Kelley, Director
Blumeyer Youth Services**

Arnetta Kelley, the director of Blumeyer Youth Services offered testimony for Regina Boyd, President of the Blumeyer Tenant Board (who was unable to testify due to a previous engagement) and herself.

Kelley first related Boyd's association with the Blumeyer Tenant Board, an organization committed to making the Blumeyer housing development a "safe, decent, and sanitary place to live." Boyd was most concerned with the drug problem at the development. She suggested three methods of dealing with the problem. First, she believed that dealers must receive stiffer penalties and longer prison sentences. Second, she commented Blumeyer lease agreements ought to be amended to make it easier to evict tenants who use or deal drugs. Third, Boyd urged that jobs be created for young people; otherwise, the temptation to deal drugs becomes substantially greater.

Kelley then outlined her experiences with Blumeyer Youth Services. She stated that 80% of the families in the development were headed by women, many of whom operate on a fixed income. At present, more than 500 children inhabit the development. Catholic charities have attempted to initiate a battery of youth programs to meet the needs, interests and concerns of the young people in the development. Perhaps the most important set of programs are after-school events, which, she stated, are in desperate need of funding. In closing, Kelley also indicated that she supported holding parents responsible for their children's actions.

**Alvin Wilson, Chief of Security
Saint Louis Housing Authority**

Alvin Wilson, chief of security of the

Saint Louis Housing Authority, testified about the efforts of his security force to eliminate the drug problems in the Blumeyer Housing Development. Wilson suggested that while the great majority of people in Blumeyer are law-abiding citizens, they often feel powerless against those who are not. He briefly outlined the many components of the organization's drug elimination program which included additional security and police officers with special training in narcotics detection, a 24-hour drug hotline and a drug prevention program among other elements.

However, the most important tool in securing drug-free public housing, Wilson indicated, is greater police powers. First, he suggested that the St. Louis Police Department needs more officers. "At the time I was on the police department we had 2,200 men or better," he said, "[but] we're down to about 1,500 now so I feel we definitely need more." Most significantly, more officers are needed to help the housing authority's security team enforce trespassing violations—the violation which has become a potent force against drug dealers. As it stands presently, Wilson stated, the police captain of one district has told Wilson that he simply does not have enough men to put enforcement of trespassing violations high on his list of priorities.

To solve this manpower problem and many others, Wilson strongly advocated giving the Saint Louis housing authority's security officers full police powers. He indicated that the housing authority in New

York and Chicago has these powers and that giving these same powers to St. Louis Housing Authority security officers would dramatically decrease the burden on the St. Louis Police Department and significantly enhance the housing authority's ability to deal with the drug problem. While he submitted that additional training for these officers would be a necessity, he suggested that the costs of such training would surely be recouped in increased efficiency.

*"Yes, we need more jails,
we need harsher penalties,
we need stiffer sentencing,
but we also need adequate
funding for our police
department so our officers
can maintain and increase
quality service."*

*— Velma Bailey
St. Louis Alderwoman*

**The Honorable
Velma Bailey,
Alderwoman for the
City of St. Louis**

19th Ward St.
Louis Alderwoman
Velma Bailey
initially testified to
the commission
about the
intermingling of
politics and police
work. "I don't know
if we can do it," she
stated, "but I wish that
there was some way
we could divorce the
political ties or
structure from the
police department."
She suggested that
she wished that police

did not have to lobby for wage increases and that every entrance of politics into police work brings with it the potential to harm police integrity.

More importantly, testifying specifically about the problems of the 19th Ward, Bailey indicated that 47% of the ward is vacant lots and vacant houses and the ward has 600 dependent on subsidized housing—the largest number of people in the city. She urged the commission to consider crime prevention in broad, multidimensional terms. For example, she suggested that money be made available so

more police can use beepers to gain closer contact to the community. She also called for the expansion of enterprise zones for the purpose of job creation and the provision of adequate housing for all. Additionally, she contended that more money ought to be made available for drug rehabilitation to break the cycle of drug abuse and drug-related violence. In short, Bailey reminded the commission that "I stand here today on behalf of the residents of the 19th Ward, and I want to remind you that crime in our area is intermingled with the economic and social deprivation that we experience. Yes, we need more jails, we need harsher penalties, we need stiffer sentencing, but we also need adequate funding for our police department so our officers can maintain and increase quality service."

**Sandra Norman,
Director of Student Volunteer
Programs—St. Louis University**

Sandra Norman, the director of Student Volunteer Programs at St. Louis University, spoke about her involvement in organizing student volunteers to help the children of the Blumeyer Housing Development. Stated broadly, the overarching goal of the battery of programs is to help children avoid involvement with gangs and drugs. She and 25 volunteers have initiated a tutoring program, a recreation program, an athletic program, and other programs intended to develop an "integrated, comprehensive community partnership" between the University and the Midtown area. In the future, St. Louis University hopes to expand its focus to offer family-oriented programs which include parent enrichment courses and nutritional programs. Norman suggested that she believed that these programs offered a sense of hope, "an aspect of what could be," for children who deal daily with a very tough environment.

**Kenneth Lang, District Office Director
Housing and Urban Development**

Kenneth Lang, the district office director of Housing and Urban Development, spoke very briefly about the importance of community involvement and community stability in creating a new concept of public housing. The key to this redesigned concept of urban housing is to provide "safe and secure and crime-free environments which will provide a stabilizing influence for the required development and the initiatives necessary for the poor to take advantage of opportunities, to take charge of their own lives, to become, in effect, self-sufficient and independent." Clearly, a low incidence of crime and substantial resident involvement is necessary for this type of concept to succeed, Lang said, and programs like the COPS initiative do much to give residents the sense of involvement, independence and confidence they need to succeed.

**Cheryl Wilson,
Whole New Area Planning Committee**

Cheryl Wilson, a member of the Whole New Area Planning Committee, testified briefly to the commission about two issues. First, she requested that more police officers be assigned to the 9th District so that officers will not be as overloaded with work and can develop a relationship with the people of the community. She suggested that "we have very few police officers who can do all the work that has to be done and the more police officers we can get to work in the community, we can have a 24-hour relationship with the police officers instead of having one police officer assigned to a neighborhood with the task of handling everybody's complaints and everything." Second, Wilson suggested that long-term facilities for juvenile repeat offenders were an absolute necessity. As it stands now, she said, juveniles know that the juvenile detention facilities are revolving

doors and that the juvenile code has no teeth.

**Mayor James W. Graham Jr.,
City of Fenton**

James W. Graham Jr., mayor of the City of Fenton, submitted written testimony which suggested that Fenton's relatively low incidence of crime tended to be committed against property rather than against the individual. As such, the Fenton Police Department's efforts are directed toward deterring crime, emphasizing preventive patrol and high visibility.

Nevertheless, in order to prevent an increase in violent crime, Graham proposed that laws be enacted to mandate minimum sentences without the possibility of parole for persons convicted of crimes involving the use of a deadly weapon. To house these prisoners, Graham proposed the construction of additional prison space. Graham also supported greater funding for drug education and rehabilitation programs to impact the growing drug problem.

**Colonel Ronald A. Battelle,
Superintendent,
St. Louis County Police Department**

Colonel Ronald A. Battelle, superintendent of the St. Louis County Police Department, submitted written testimony which opened by detailing the crime problems faced by St. Louis County. Between 1986 and 1990, he suggested, property crimes in unincorporated areas have increased 4.7%, and crimes against persons have increased 19.8%. Drug arrests during the same period have increased 64% countywide.

In an effort to reduce these crime problems, Battelle explained that the St. Louis County Police Department is "leading the way toward greater local cooperation" by working with Municipal Enforcement Group (MEG) units (a combined effort of county and municipal authorities headed by a municipal police chief) and an Airport

Task Force (a combined effort of St. Louis County, St. Louis City and the Drug Enforcement Agency to reduce drug traffic at Lambert Airport). St. Louis County also has been successful at operating a Street Enforcement Team which targets open air drug sales and community policing which attempts to identify and solve the root problems which lead to crime in an area.

Battelle further outlined the goals behind the Municipal Services Unit, which attempts to improve cooperation and delivery of police services across the county and other cooperative ventures with the St. Louis City police. In short, Battelle emphasized the importance of cooperation among police agencies, stating that cooperation was essential "to identify and solve common problems."

**Mayor Grace M. Nichols,
City of St. Charles**

Grace M. Nichols, mayor of the city of St. Charles, submitted written testimony which urged continued funding and participation for the D.A.R.E. program and Municipal Enforcement Group (MEG) units. Both of these programs, she stated, have had a positive impact on St. Charles and, if funded, will continue to improve the quality of life in the area.

**Colonel Jerry T. Burke,
Normandy Police Department**

Colonel Jerry T. Burke of the Normandy Police Department submitted written testimony in his position as chairman of the Municipal Enforcement Group Northeast (M.E.G.N.E.). He suggested that while the multijurisdictional unit was having great success, legislation is needed to give these officers and all officers in first-class counties the power of arrest outside their own jurisdiction.

**Chief Robert L. Stewart,
Berkeley Police Department**

Chief Robert L. Stewart of the

Berkeley Police Department submitted written testimony which estimated that 90% of the criminals arrested are not punished and that those who are punished are not punished swiftly. He suggested that greater funding of prisons was necessary as a foundation for greater success against crime. Stewart stated that arresting criminals was "easy" but more work needed to be done in "punishing, rehabilitating, incarcerating and educating" felons. He urged the commission to draft additional criminal legislation only after devoting additional resources to prisons, the court system, and police.

Ed Stout, Director

Aid for Victims of Crime

Ed Stout, the director of Aid for Victims of Crime, submitted written testimony urging the commission to devote greater resources to victims' services. He suggested that the current definition of justice excludes the victim. Thus, in place of the current system, Stout recommended that staffing of the state's Crime Victims' Compensation Program be expanded and that funding for victims' services, of which the state's share is currently \$1.3 million, be dramatically increased. Stout also suggested that \$5000 be devoted to training for a statewide crisis response team which would include representatives from victims' services, law enforcement, the American Red Cross, mental health and other departments. Finally, Stout urged support for the Victims' Rights Constitutional Amendment and sought support for establishment of a state office for victims' advocacy with enforcement authority to assure implementation of victims' rights in Missouri.

ST. LOUIS

October 9, 1991

Due to time constraints, the Governor's Commission on Crime was unable to hear from all interested persons during its first hearing in St. Louis on September 26, 1991. Thus, in an effort to give all parties the opportunity to interact with the commission by submitting oral testimony, the commission reconvened at St. Alphonsus Rock Church, 1118 North Grand, on October 9, 1991, at 9:30 a. m. Six witnesses offered oral testimony. Approximately 30 people attended the hearing.

Five commissioners attended the hearing. They included Robert Crancer, Kevin L. King, Jean Mathews, Nathan B. Walker, and Tom Ward. The commission was also assisted by Jack Titone, who acted as a special hearing commissioner.

Testimony

Korky Holton, Chairman St. Louis Crimestoppers

Korky Holton, the chairman of the St. Louis Crimestoppers testified about the mission of the St. Louis Crimestoppers, a not-for-profit organization that directly assists police departments in the fight against crime by encouraging citizens with information about a crime to call a special 24-hour hotline number. The caller remains anonymous, but if that information leads to arrest, the citizen may receive a reward of up to \$1,000. Over the past five years, St. Louis Crimestoppers has paid out several thousand dollars as a result of numerous arrests.

The organization is made up of members of the media, the police department and a volunteer board of directors. It is funded by private donations. In addition to operating the hotline, Crimestoppers helps produce a television program is St. Louis

focusing on unsolved crime, crime prevention and safety. The organization also airs a most-wanted list which has been very successful and has led to several arrests. Holton stated, "Our program stresses the fact that without public involvement, a crime against other citizens may be left unsolved. We offer a safe and effective way for citizens to take a stand against crime."

The St. Louis Crimestoppers program is one of over 500 such organizations operating in the United States.

Julie Swanston, Director Victims' Services, St. Louis Circuit Attorney's Office

Julie Swanston, the director of Victims' Services for the St. Louis Circuit Attorney's Office, spoke to the commission about her involvement with the largest and oldest prosecutor-based victim program in the state of Missouri. Victims' Services works with crime victims in the City of St. Louis, particularly the surviving family members of a homicide, victims of rape, domestic violence and child abuse.

Swanston indicated that two programs are especially significant responses to victims of domestic violence. First, the Domestic Abuse Response Team (DART) program responds to domestic calls and assists each victim through the criminal justice system. This program is currently in place in the 3rd Police District; Swanston suggested that it ought to be expanded to include all districts. Second, the Victims of Crime Act (VOCA) funding has enabled the office to employ a caseworker to respond to the 4,000 domestic violence assault cases which come through the St. Louis Circuit Attorney's Office each year.

Swanston also suggested that more funding is necessary for treatment of abused children and for victims' compensation.

**Kathleen Tofall, Executive Director
Victims' Service Council**

Kathleen Tofall, the executive director of the Victims' Service Council, testified about her agency, which is a not-for-profit agency funded by St. Louis County and administered by the St. Louis section of the National Council of Jewish Women. The mission of the agency is to provide support services to victims to help them overcome the physical and mental trauma of crime victimization. In 1990, more than 3,000 victims were offered the services of the Victims' Service Council.

Tofall noted that "although steady increases have been noted in the areas of family violence and sexual abuse of children, these victims continue to have limited shelter, treatment and financial resources to access during the transition from violence and coercion within the home toward a safe environment with the opportunity for growth and change." In an effort to assist victims, the Service Council has, since March 1990, assisted victims of family violence in completing an application for an Order of Protection.

Tofall also suggested that additional training would be helpful to assist law enforcement officers to deal successfully and respectfully with victims of domestic violence. Additionally, she spoke favorably of crime prevention programs such as D.A.R.E. and Neighborhood Watch and voiced strong support for continued use of Victim Impact Statements.

**Joleene Unnerstall,
Education Coordinator
Women's Self-Help Center**

Joleene Unnerstall, education coordinator of the Women's Self-Help Center, stated that the Women's Self-Help Center is a not-for-profit counseling and advocacy agency for adult women victims of domestic violence, rape and childhood sexual abuse. Extrapolating from

Department of Justice figures, which indicate that one in four women are victims of domestic violence, she estimated that 200,000 St. Louis-area women are subject to abusive and violent behavior from their intimate partners.

Unnerstall debunked several myths of domestic violence. It is a myth, she said, that a woman is responsible for provoking the violence she receives. It is a myth, she said, that a woman can just leave a relationship, and her situation will be solved. It is a myth, she said, that a man's right to due process is more important than a woman's right to be safe in her own home. In contrast to these myths, Unnerstall suggested that domestic violence is a crime which is preventable if only the law enforcement and judicial system would work together to respond to the reality of violence against women.

Thus, to improve the criminal justice system's response to crimes against women, Unnerstall offered five recommendations. First, she stated that law enforcement officers and judges should receive comprehensive experiential training about the crimes that affect women, especially domestic battery and rape. Second, she suggested that police, court personnel, and attorneys be required to attend training specifically focused on understanding the cycle of violence, the Battered Woman Syndrome and the Rape Trauma Syndrome. Third, she called for a dialogue between court and social services agencies to prevent domestic violence and provide better counseling for victims. Fourth, she believed that education about domestic violence and rape should be a part of elementary and secondary school curriculum. Fifth, she argued that rape be legislated as a hate crime against women and that offenders receive harsher prison terms and be required to pay restitution to their victims.

**Beth Ferguson, Attorney
Advocates Services for Abused Women**

Beth Ferguson, an attorney for Advocates Services for Abused Women, centered her testimony on some of the reforms needed to improve the response to domestic violence. First, she suggested that training in the dynamics of domestic violence should become mandatory for all police officers. While the DART program and St. Louis City and County police are generally very responsive, Ferguson indicated that additional training would significantly improve the ability of officers to respond to domestic violence calls. Second, while she commended the 1989 reforms in the Adult Abuse Law, Ferguson suggested that police needed to enforce judicial Orders of Protection more vigorously. "We're not asking [police] to be social workers," she said, "we are asking them to treat it as a serious crime, to investigate it as they would any other serious crime, and to assess whether there is probable cause for arrest and if there is, then to make that arrest." Third, she suggested that victims of domestic violence need more information about the criminal justice system and what they need to do after an arrest is made. Fourth, she stated that it is a great hardship that victims of domestic violence cannot draw compensation from the Crime Victims' Compensation Fund. (Apparently, victims are excluded by statute if they are related to or have lived with the offender.) Ferguson

argued that victims of domestic violence have the same needs as other victims and ought to receive the same compensation. Fifth, Ferguson voiced support for alternative sentencing for domestic violence offenders involving education and rehabilitation.

**Greg Thomas,
Missouri Deputy Sheriff's Association**

Greg Thomas testified on behalf of the Missouri Deputy Sheriff's Association. He focused his remarks on the special problems and needs of rural deputy sheriffs.

Initially, Thomas suggested that to fight effectively the drug war, deputies need expanded jurisdiction. When undertaking drug-related investigations, deputies often are required to travel to counties outside their jurisdiction and therefore usually lose

their power of arrest. Thus, Thomas suggested that there is a strong need for legislation empowering deputies to make arrests anywhere in the state while actively engaged in an ongoing narcotics investigation. Such power would provide a less cumbersome bureaucracy and decrease the amount of manpower required for these investigations. In the same vein, Thomas suggested that increased coordination between all law enforcement agencies is essential to effective law enforcement.

Thomas also suggested that training

*"Our program
(Crimestoppers) stresses the
fact that without public
involvement, a crime
against other citizens may
be left unsolved. We offer a
safe and effective way for
citizens to take a stand
against crime."*

*— Korky Holton
St. Louis Crimestoppers*

for rural deputies is not sufficient. He requested that the minimum training standard of 120 hours be increased.

Thomas then detailed the problems associated with limited resources for law enforcement in rural counties. Many deputies have no pension or health benefits. Without adequate resources, Thomas said, few counties will be able to hire and retain high-quality law enforcement officials.

JEFFERSON CITY**October 4, 1991**

The Jefferson City hearing of the Governor's Commission on Crime took place Friday, October 4, 1991. The hearing was held at Jefferson City's City Hall in the City Council Chambers, at 320 East McCarty, from 10:00 a. m. to noon. Twelve witnesses offered oral testimony; one person submitted written testimony only. Approximately 55 people attended the hearing.

Eleven commissioners attended the hearing, which was chaired by Attorney General William L. Webster. The other commissioners attending were Bob Crancer, John H. Coburn, Debbie Ferguson, C. E. Fisher, Kevin King, Gary Maddox, Dick D. Moore, David E. Scott, Nathan B. Walker and Tom Ward.

Testimony**Chief Gary Kempker,
Jefferson City Police Department**

Gary Kempker, chief of the Jefferson City Police Department focused his remarks on the effectiveness of community policing.

Kempker initially stated that "we are in a new, fresh era in law enforcement ... marked by close cooperation between citizens and law enforcement." He then outlined three areas in which he thought community policing—even though its results will be best seen in the long term—was already making a difference. First, he mentioned the city's year-old D.A.R.E. program which he maintained "is the most important thing we can do for our children today." Kempker described how the city's D.A.R.E. officer, Officer Mike, has become one of the most popular role models in the Jefferson City school system and how he has created a positive image of police officers while simultaneously educating young persons about the dangers of drugs. Second, Kempker detailed the successes of Citizen

Police Academies, in which a small group of citizens participates in a 10-week program designed to give the public in-depth experience of how police work operates. Third, Kempker described the dual benefits of using senior citizen volunteers to do clerical work for the police department. Not only does this program give citizens closer contact with police, but it also lifts some of the paperwork burden which costs police so many man hours. Just recently, these volunteers also have been allowed to participate in limited, non-confrontational police work such as enforcing handicapped parking ordinances.

Kempker also lobbied extensively for an increase in the 120-hour minimum training requirement for law enforcement officials. Crime is not isolated in Kansas City and St. Louis, he said, and rural communities "have to be prepared to meet the same challenges that some of the bigger cities have had to address before." He stated that Jefferson City has instituted a minimum certified training requirement of 600 hours, though it may be impossible to implement due to the fact that there is not a 600-hour certified program available outside the Kansas City and St. Louis areas.

**Cranston Mitchell, Chairman
Missouri Board of Probation and Parole**

Cranston Mitchell, chairman of the Missouri Board of Probation and Parole, described to the commission the role of probation and parole in the criminal justice system and also shared some of the needs of the current system.

At present, the probation and parole system has 1,100 employees in 41 field offices and seven institutional offices. In questioning, Mitchell indicated that at least 75 additional parole officers and a number of additional supervision and support staff are needed to deal with the increased case loads now faced. Last year, 42,000 persons were under some form of probation or parole supervision: 7,000 of these were individuals

on parole and the remaining 35,000 of these were individuals on probation.

Mitchell suggested that the state corrections system is under greater stress due to the number of persons serving one-year sentences who, in the past, would have been housed in county jails but now for any number of reasons are housed in the state system. He stated that since 1984, the number of people who have come into the state system serving one-year sentences has tripled.

Mitchell described that as a general rule, excluding those felons ineligible for parole, class A and B felons are eligible for parole after serving one-third of their sentence and class C and D felons are eligible after serving one-quarter of their sentence. Apparently, however, some class C and D felons are released at an earlier time because they can be categorized as low-risk offenders. Mitchell rejected prison overcrowding as the sole driving force behind early release and instead contended that some class C and D felons "can be better supervised in the community versus our institutions." In keeping with this position, Mitchell strongly advocated alternatives other than incarceration such as house arrest and enrollment drug treatment facilities.

Mitchell also outlined the numerous ways in which victims can be involved in the parole process. They have the option, he said, of writing the parole board, talking privately with a member of the parole board or appearing along with the offender at the actual parole hearing. Mitchell indicated that judges, prosecutors and victims are notified of parole hearings if they request such notification in the prisoner's sentence and commitment papers.

**Sheriff John C. Hemeyer,
Cole County Sheriff's Department**

John Hemeyer, the Cole County Sheriff, testified to the commission about a

number of issues. The Cole County Sheriff's department has 39 paid employees (including clerks) and 11 road officers to cover a 385 square-mile county with a population of 54,000.

In written testimony, Hemeyer drew attention to the special problems of Cole County which arise from being host to four adult penal institutions. "We have long been aware that the prisons not only present an enforcement problem from the crimes committed inside," he wrote, "but also note that in recent years the extended families of inmates doing time in prisons in Cole County tend to gravitate towards criminal activities as well in some cases." In the same vein, Hemeyer argued in oral testimony that Cole County is home to a number of parolees. In order to keep track of these parolees, Hemeyer has instituted a registration program in which every parolee in the county is fingerprinted, photographed and questioned. To allow this program to reach its full potential, Hemeyer commented that local law enforcement officials ought to be given greater powers to enforce the conditions of an offender's parole.

Hemeyer also strongly criticized the 120-hour training requirement, calling it both "shameful" and "pitiful" for an officer who must "place his life on the line regularly along with the increasingly difficult technical duties the courts impose."

Hemeyer touched briefly on the problems of county jails, saying that the drug epidemic has resulted in more violent and less healthy criminals. The result of this phenomenon is that counties are held responsible for providing extensive medical treatment to inmates from budgets not constructed with this need in mind. Stated Hemeyer, "if the Sheriffs' budgets are spent filling the teeth of inmates and paying for crack babies born in jails, there will not be a whole lot left to fight crime with." He therefore endorsed the concept of regional jails saying that they would be safer, less

expensive and more modern.

Additionally, Hemeyer expressed his support for the D.A.R.E. program and neighborhood watch programs in which his department has seen great success.

**Sheriff Marvin D. Owens,
Osage County Sheriff's Department**

Marvin Owens, sheriff of Osage County, directed his comments at the severe lack of resources his department must face. The Osage County Sheriff Department's budget is \$131,000. This budget must pay for two deputies and five other employees, the operation of the jail (including inmate meals and medical expenses), the operation of vehicles and other expenses. As a result, he said, crime prevention programs like the D.A.R.E. program—which he fully supports—are almost impossible to maintain, because it is difficult to spare the manpower necessary to keep the program running.

Owens also suggested his support for the concept of regional jails.

**Sheriff Kenny Jones,
Moniteau County Sheriff's Department**

Kenny Jones, sheriff of Moniteau County, described the success of some of Moniteau County's efforts to prevent crime using citizens' efforts and pro-active policing. Most notably, Jones suggested that he had one officer participating in the D.A.R.E. program and thought the program to be a success, though it was substantial draw on his manpower requirements. He also stated that Moniteau County must deal with many of the same problems which larger cities must contain, but with fewer resources. For example, he said, some of his officers' radios are not completely functional.

Jones also suggested that law enforcement officials need greater power to consolidate their efforts into a single cooperative venture against crime. Speaking

specifically about the proposition of regional jails, Jones said that "we're all skating as thin as ice" in the current system and that regionalization could provide significant improvements.

**Sheriff Robert Mathis,
Gasconade County Sheriff's Department**

Robert Mathis, sheriff of Gasconade County, stated his agreement with much of what the other sheriffs said. He further suggested that although Gasconade County has a population of just over 14,000, it must deal with many of the same problems as the larger areas—but with fewer resources. Clearly stated, Mathis argued that "we have basically had the same problems in our county for the last couple of years as St. Louis City, Kansas City, Cole County, Greene County, or any of the first-class counties. We've had a couple of murders, we've had some rapes, robberies, drug problems and everything else that happens in the larger cities. But we just don't have the manpower to handle it ... [and] we don't have the expertise." Instead, Mathis suggested, his department just tries to do the best with the resources it has and, fortunately, has been successful to this point.

Mathis also expressed the irony of the fact that in many cases criminals have more potent firepower and better communications systems than law enforcement officials. More funding is essential to put law enforcement on an even plain with criminals, he said.

Speaking about regionalization of jails, Mathis said "anyone who wants my jail can have it. I think a regional jail would be great."

**Richard G. Callahan,
Cole County Prosecutor**

Richard Callahan, the Cole County prosecutor, devoted the majority of his testimony to examining the parole system from his vantage point as a prosecutor.

While he supports the parole system, Callahan strongly criticized the current focus of the system. He argued that the focus of the system at present is in population management rather than effective punishment and rehabilitation. He suggested that criminals by and large serve too little of their intended sentence and that even repeat offenders are paroled after serving a small percentage of the sentence. Currently, he said, the definition of a prior offender encompasses only those prisoners who have been sentenced to the Department of Corrections and have served more than 120 days. Thus, the many criminals who serve in city or county jails are not considered repeat offenders. Moreover, Callahan complained the repeat offender legislation applies only to Class A and B felons; Class C and D felons are excluded from this classification. In the end, Callahan expressed the need for a parole system which is more accountable to the courts and the people it serves.

Callahan also spoke briefly about regionalization of prosecutorial services and sentence disparity. Regarding the regionalization of prosecutorial services, he suggested that the day for a regional or district attorney "will have to come." Regarding sentence disparity, Callahan indicated that community standards play a large part in sentencing and that the standards of urban communities differ substantially from those of rural ones. Simply put, said Callahan, rural communities by and large meet out much stiffer sentences than do urban communities.

**Mayor Louise Gardner,
City of Jefferson City**

Louise Gardner, mayor of Jefferson City, testified to the commission about the problems of the smaller communities throughout the state of Missouri. First, while she expressed general support for increased training requirements for local law enforcement officials, she suggested that state aid would be necessary to implement a higher standard, since "many communities simply cannot afford to do this." Second, she supported the concept of a regional jail, primarily because it would save money for many smaller communities.

Additionally, Gardner lobbied the commission for greater accuracy in sentencing. "I'm a firm believer that if you're going to sentence criminals to three years, then let them serve those three years. If you only want them to serve nine months, give them nine months." Gardner

"We are in a new, fresh era ... marked by close cooperation between citizens and law enforcement."

*— Gary Kempker
Jefferson City Police Chief*

suggested that giving prisoners parole before they have served a significant part of their sentence undermines the public trust.

**Colonel C. E. Fisher, Superintendent
Missouri Highway Patrol**

Colonel C. E. Fisher, superintendent of the Missouri State Highway Patrol, testified about a number of issues of interest to the highway patrol.

The primary problem for all law enforcement officials in Missouri is drugs, said Fisher. In 1990, 62% of the males arrested in St. Louis had drugs in their system; in Kansas City, this number approached 57%. Yet Fisher pointed out

that the drug problem is not merely a city phenomenon: crack cocaine has been seized in smaller cities such as Springfield, Columbia and St. Joseph, and drug labs operate consistently in rural Missouri, especially in the Southwest corner of the state. Still, said Fisher, the picture is not entirely dismal. The state's drug interdiction program is nationally recognized, and arrests have increased considerably in the last year. Likewise, Missouri leads the nation in the number of marijuana plants eradicated. This year, persons from 18 states have been arrested for cultivating wild marijuana in Missouri. But Fisher was quick to point out that enforcement is not the sole answer to the drug problem, saying "it's obviously going to take a lot of work and a combination of enforcement, education and treatment to get on top of the problem." In the drug education area, the D.A.R.E. program has been especially successful: More than 146 police departments are participating in the program which has reached more than 88,000 children.

Fisher also commented on the auto theft problem. In 1990, more than 28,000 vehicles were stolen in Missouri as compared to 18,000 in 1985. As of September 1, 1991, auto theft has increased 10% in St. Louis City, 31% in St. Louis County and more than 11% in Kansas City. Fisher indicated that approximately 80% of the cars are recovered, but most of these have been severely damaged or chopped up for parts. Simply stated, Fisher said that law enforcement just does not have the manpower to deal adequately with auto theft. He suggested that Michigan has developed a relatively successful way to attack the auto theft problem: The state has put a special tax on car insurance policies which in turn is used to fund additional police officers and develop tactics to reduce auto theft.

Fisher dealt at length with the various problems relating to manpower. First, he indicated that the highway patrol is

significantly understaffed. Although the patrol is authorized to have 900 officers, it currently has only 861 officers, 562 of which are assigned to patrol. In the end, this means that only eight counties in Missouri have 24-hour patrol coverage; the remaining counties have between 13- and 16-hour coverage. Troop G (south-central Missouri) is so understaffed that response time to accidents averages 52 minutes as compared to the statewide average of 38 minutes. "That's 52 minutes where evidence is lost and victims aren't attended to as they should be," Fisher said. Moreover, the requirements of the Fair Labor Standards Act (which basically has eliminated overtime work by officers) has resulted in what amounts to a loss of 100 officers. To meet the realistic needs of the modern highway patrol, Fisher stated that a total of 1,200-1,300 officers is necessary.

Fisher also discussed briefly the salary and resource needs of the highway patrol and other law enforcement agencies. The Proposition A funding cap has certainly eroded the patrol's funding base, he said, with the result that patrol salaries have fallen behind those of other major agencies in Missouri. Similarly, Fisher expressed concern that many county law enforcement officials work for very low salaries and have no health insurance or retirement plan. In order to alleviate some of the resource shortfalls for county law enforcement, Fisher endorsed the regional jail concept.

Additionally, Fisher outlined several pieces of legislation which would improve the condition of law enforcement in the state. First, he contended that the 120-hour minimum training requirement is a "disgrace" and must be increased. Second, the highway patrol needs the power of search and seizure; Fisher was confident that a compromise with the Missouri Sheriff's Association would enable this sort of legislation to pass in the next legislative session. Also, Fisher indicated that stronger

penalties were necessary to reduce the number of motorists who attempt to flee from police officers. He suggested that licenses be suspended from first-time offenders.

Finally, Fisher expressed great concern that the state's law enforcement communications system must be upgraded. Satellite communications is probably the wave of the future, he said, but an 800 megahertz system could also benefit all law enforcement. However, the price tag of such a system is probably more than the state can afford, Fisher conceded.

**Gary J. Stangler, Director
Department of Social Services
and**

**Dr. Colleen Kivilhan, Medical Director
Department of Social Services**

Gary Stangler, director of the Department of Social Services, introduced his medical director, Dr. Colleen Kivilhan, who spoke briefly about funding for medical examinations of sexually assaulted children. She indicated that in 1990, there were 4,900 reports of sexual assaults involving 5,600 victims of children ages 0 to 19, with a 40% substantiation rate (meaning that almost half of the reports involved an actual sexual assault). Fifty percent of the assaults are of children under age 9.

In 1989, the Department of Social Services started a network of physicians who would become specially trained in conducting examinations of sexual assault victims. The network, called the SAFE (Sexual Assault Finding Examination) Network, is currently composed of more than 120 health care professionals. The problem, Kivilhan suggested, is that there is a group of children who have no way of paying for this service: They do not have health insurance and are not eligible for Medicaid or Division of Family Services reimbursement. Previously, the Department of Health could pay for the examination

through a rape payment program, but budget withholdings have left that program unfunded. Thus, Kivilhan stated that "this year there will be about 150 kids who have sexual assault as their primary complaint and have no access to a quality examination" because if the providers know that they will not be reimbursed for some of the kids they will see, "it's really going to make for an incredible exodus in the network." She estimated that \$20,000 to \$30,000 per year is necessary to fund exams for sexually assaulted children and that without this money, these children will not have access to quality examinations.

**Colleen Coble, Executive Director
Missouri Coalition Against Domestic
Violence**

Colleen Coble testified in her capacity as the executive director of the Missouri Coalition Against Domestic Violence. She attempted to summarize the information which the commission heard in its hearings related to domestic violence.

Coble stated that the single greatest cause of injury to women in the state of Missouri is domestic violence. Moreover, domestic violence yields other types of violence. Stated Coble, "the violence in our communities and the violence in the street is a direct reflection of the fact that home is the most dangerous place for a woman and a child to be." She indicated that 80% of the women incarcerated in the state of Missouri have histories of abuse within their family or marriage.

She suggested several ways to decrease the problem of domestic violence. First, she called for greater training in the phenomenon among police officers, lawyers and judges. Second, she called for a larger number of shelters in the state—only 18 counties have any form of shelter. Third, she suggested that teamwork and consistency is essential to halting domestic violence. A standard method of reporting domestic violence

would certainly aid in the documentation of such violations. Fourth, she suggested that the state allow supervised probation in cases of child abuse and domestic violence. Fifth, she stated that Orders of Protection must also consider the question of child custody and visitation in order to protect women from abuse when the spouse visits children of the relationship. Sixth, she urged that domestic violence be included among those crimes eligible for repeat offender status. Seventh, she suggested that a mandatory 24-hour holding time be established for those committing domestic violence.

Coble summed up her testimony by saying that "if there was a wish list, it would be better cooperation and coordination and education all across the state with the various levels of agencies and state departments that deal with these issues at the community level and that some of the oversights in legislation be clarified."

**The Honorable Jim Barnes,
Speaker Pro Tem,
Missouri House of Representatives**

Representative Jim Barnes, the Speaker Pro Tem of the Missouri House of Representatives, submitted written testimony to the commission addressing a number of concerns and possible solutions for reducing crime in Missouri.

Barnes first addressed the issue of training, suggesting that "we must provide, and in some instances require, adequate training for our law enforcement officers." In addition to increasing training requirements generally, Barnes specifically indicated that specialized training such as the Drug Recognition Expert Program is necessary in areas where recognizing the symptoms of drug abuse will be an advantage to officers. To help defray the costs of additional training programs, Barnes suggested that department fund-raisers in which the community helps pay for officer training "not only achieves the training goals

but involves the community in law enforcement issues."

Barnes also emphasized the effectiveness of community policing, especially in schools. He specifically cited the D.A.R.E. program for its success and further suggested that other school-related programs such as a crime tips hotline in which students are encouraged to report crimes they witness would be valuable assets. Also related to crime in school areas, Barnes stated that Missouri should consider mandatory sentences for adults convicted of crimes in school zones.

Finally, Barnes commented that the commission ought to consider crime in its broadest manifestations and note especially the effects of crime on the state's ability to attract and maintain businesses and jobs. He suggested that many cities have developed programs designed to reduce crime and stimulate business growth in commercial areas. Funded by private enterprise, he contended that similar programs, "will present themselves not only in safer neighborhoods, but also with economic growth and a more productive society."

Appendix

OVERVIEW OF CRIME IN MISSOURIGOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

- Crime touched the lives of at least one in 20 Missourians in 1990.*
- Missouri ranked 15th among the 50 states in the concentration of violent crime.
- Violent crime--including murder and non-negligent manslaughter, forcible rape, robbery and aggravated assault--victimized more than 36,000 Missourians.
- More than 250,000 Missouri citizens were affected by property crime, which includes burglary, larceny and theft, and motor vehicle theft.
- Cities with populations of more than 10,000 are listed below, along with FBI reported crime statistics. The crime index indicates the total number of both violent crimes and property crimes. The columns titled murder, forcible rape, etc., indicate the number of reported crimes in those categories for 1990.

CITY AND POPULATION	CRIME INDEX	MURDER	FORCIBLE RAPE	ROBBERY	AGGRAV. ASSAULT	BURGLARY	LARCENY/ THEFT	VEHICLE THEFT
Arnold -----18,828	862	1	3	5	20	117	673	43
Ballwin -----21,816	498	--	1	7	11	86	378	15
Bellefontaine Neighbors--10,922	422	--	1	5	1	37	322	56
Belton -----18,150	673	2	3	3	52	83	479	51
Berkeley -----12,450	821	2	15	41	66	208	379	110
Blue Springs-----40,153	1,776	1	3	21	58	291	1,299	103
Bridgeton -----17,779	1,247	1	5	36	53	138	914	100
Cape Girardeau -----34,438	2,185	2	9	19	63	286	1,744	62
Carthage -----10,747	545	1	2	6	13	106	400	17
Chesterfield -----37,991	1,043	1	3	10	49	186	762	32
Clayton -----13,874	679	--	1	14	27	149	450	56
Columbia -----69,101	4,469	1	20	75	248	741	3,242	142
Crestwood -----11,234	465	--	--	15	3	72	354	21
Creve Coeur -----12,304	491	2	1	4	10	71	356	47
Excelsior Springs -----10,354	500	1	3	2	20	57	389	28
Farmington -----11,598	592	--	1	1	69	24	481	16
Ferguson -----22,286	731	1	4	33	31	210	373	79
Florissant -----51,206	1,518	--	6	29	72	294	1,031	86
Fulton -----10,033	431	--	6	7	67	78	260	13
Gladstone -----26,243	980	1	6	16	66	203	594	94
Grandview -----24,967	1,776	1	13	52	58	399	1,066	187
Hannibal -----18,004	855	2	3	4	56	173	581	36
Hazelwood -----15,324	724	--	4	20	13	127	498	62
Independence -----112,301	7,194	1	27	104	388	1,407	4,450	817

* All statistics are for calendar year 1990 and were obtained from the Federal Bureau of Investigation's *Uniform Crime Reports, 1990, Crime in the United States*.

APPENDIX

CITY AND POPULATION		CRIME INDEX	MURDER	FORCIBLE RAPE	ROBBERY	AGGRAV. ASSAULT	BURGLARY	LARCENY/ THEFT	VEHICLE THEFT
Ironton -----	10,726	41	--	--	--	3	8	29	1
Jefferson City-----	35,481	1,710	1	23	18	74	256	1,238	100
Jennings -----	15,905	1,270	1	4	34	29	214	806	182
Joplin -----	40,961	3,895	1	3	26	73	748	2,854	190
Kansas City -----	434,711	56,308	121	517	4,492	5,597	11,640	23,229	10,352
Kirksville -----	17,152	734	--	5	1	8	128	552	40
Kirkwood -----	27,291	799	1	2	6	37	162	551	40
Lee's Summit -----	46,418	1,335	--	9	10	48	284	884	100
Marshall -----	12,711	332	--	4	1	2	68	246	11
Maryland Heights -----	25,407	1,229	2	4	15	52	212	874	70
Maryville -----	10,663	331	--	1	1	4	39	275	11
Mexico -----	11,290	230	1	1	--	11	49	157	11
Moberly -----	12,839	582	--	8	6	29	99	425	15
O'Fallon -----	18,698	801	1	2	7	30	94	638	29
Overland -----	17,987	1,081	2	4	46	47	163	751	68
Poplar Bluff -----	16,996	1,667	3	7	13	95	277	1,223	49
Raytown -----	30,601	1,001	2	2	37	39	168	660	93
Richmond Heights -----	10,448	840	--	4	18	29	90	650	49
Rolla -----	14,090	656	--	3	9	11	118	497	18
St. Ann -----	14,489	1,081	2	1	13	19	77	837	132
St. Charles -----	54,555	1,956	4	19	41	101	349	1,339	103
St. Joseph-----	71,852	4,367	4	16	26	514	908	2,696	203
St. Louis -----	396,685	58,199	177	331	4,708	8,466	11,531	24,564	8,422
St. Peters -----	45,779	1,940	--	6	17	44	250	1,566	57
Sedalia -----	19,800	1,084	--	4	9	61	189	777	44
Sikeston -----	17,641	1,172	2	6	30	39	218	829	48
Springfield -----	140,494	12,549	7	58	139	367	2,354	9,193	431
University City -----	40,087	2,725	2	15	110	147	637	1,445	369
Warrensburg -----	15,244	531	1	2	4	11	110	375	28
Washington -----	10,704	465	1	--	1	70	55	322	16
Webster Grove -----	22,987	536	1	4	6	37	98	352	38
Missouri totals -----	5,117,073	262,024	449	1,663	11,073	23,417	54,536	143,287	27,599

###

MISSOURI CRIME CLOCK 1989



One
INDEX CRIME
OFFENSE
every 2 minutes

One
VIOLENT CRIME
every 16.1
minutes

One
MURDER
every 21.3 hours

One
FORCIBLE RAPE
every 5.5 hours

One
ROBBERY
every 52.2 minutes

One
AGGRAVATED
ASSAULT
every 25.5 minutes

One
PROPERTY
CRIME
every 2.2 minutes

One
BURGLARY
every 9 minutes

One
THEFT
every 3.6 minutes

One
MOTOR VEHICLE
THEFT
every 19.4 minutes

One
ARSON
every 4.2 hours

source: Missouri State Highway Patrol

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Monday, Sept. 9, 1991
Columbia Agenda

10:00 a.m.	Opening Statements
10:10 a.m.	Mayor Mary Ann McCollum Columbia
10:20 a.m.	Dick Green, Director Columbia Parks and Recreation
10:30 a.m.	Chief Ernie Barbee Columbia Police Department
10:40 a.m.	Sheriff Ted Boehm Boone County
10:50 a.m.	Joe Moseley Boone County Prosecutor
11:00 a.m.	Chief Richard Gillespie Fulton Police Department
11:10 a.m.	Chief Ron Mason University of Missouri Police Department
11:20 a.m.	Wayne E. Thomason, Bill Stephens Law Enforcement Training Institute, Columbia
11:30 a.m.	Pat Glasier, Director The Shelter
11:40 a.m.	Collen Coble, Director Missouri Coalition Against Domestic Violence
11:50 a.m.	Lee C. Koury Columbia Housing Authority

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Monday, Sept. 9, 1991
Sedalia Agenda

2:00	Opening statements Sheriff Gary Starke Pettis County
2:10	Sheriff Charles R. Norman Johnson County
2:20	Ray Diekmeier, Director District III, Area Agency on Aging Warrensburg
2:30	Chief Doug Bolar Sedalia Police Department
2:40	Liz Wehrle, Director Survival Adult Abuse Inc. Warrensburg
2:50	Tim Rucker Crime Prevention Officer Central Missouri State University
3:00	Tim Larimore Lafayette County Prosecutor
3:10	Lorene Obong Citizens Against Spouse Abuse Inc. Sedalia
3:20	Sheriff Jerome Wareham Henry County
3:30	Chief Robert Pettison Clinton Police Department
3:40	David and Nancy Kirby Sedalia residents
3:50	Jeff Mittelhauser Pettis County Prosecutor

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Wednesday, Sept. 11, 1991
Maryville Agenda

10:00 a.m.	Opening Statements
10:10 a.m.	Keith Wood Maryville Department of Public Safety
10:20 a.m.	David McLaughlin Associate Professor of Government Northwest Missouri State University
10:30 a.m.	Rick Bradley Maryville Juvenile Officer
10:40 a.m.	Sheriff Danny Estes Nodaway County
10:50 a.m.	Gilbert Whitney, Chairman Northwest Missouri Area Agency on Aging
11:00 a.m.	Chief Mick McAdams Tarkio Police Department
11:10 a.m.	Corporal Gary Moore Missouri State Highway Patrol, Troop H
11:20 a.m.	Sheriff Eugene Lupfer Gentry County
11:30 a.m.	Rev. Don Childers Nodaway County Ministerial Alliance
11:40 a.m.	Honorable John C. Andrews Presiding Judge, Worth County

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Wednesday, Sept. 11, 1991
St. Joseph Agenda

2:00	Opening Statements
2:10	Chief Arthur Kelly III St. Joseph Police Department
2:20	Carl Butcher, Chairman Department of Criminal Justice Missouri Western State College
2:30	Sheriff Loren Kier Andrew County
2:40	Dwight K. Scroggins Jr. Buchanan County Prosecutor
2:50	Diana Taylor, Director YWCA Women's Abuse Shelter St. Joseph
3:00	Sheriff Mickey Gill Buchanan County
3:10	Robert B. Paden DeKalb County Prosecutor
3:20	Sheriff Roger Pollard Clinton County
3:30	Larry Andrews Associate Professor of Criminal Justice Missouri Western State College
3:40	Honorable Edwin Smith Presiding Judge, Buchanan County
3:50	Captain Fred M. Mills Missouri Highway Patrol, Troop H
4:00	Dee Sundet Neighborhood Watch Program Participant
4:10	Mary Jane Rodriguez North Side Action Group Participant

GOVERNOR'S CRIME COMMISSION
ATTORNEY GENERAL WILLIAM L. WEBSTER, CHAIRMAN
Poplar Bluff
Thursday, September 12, 1991
9:30 a.m. - Noon

Opening Remarks by Attorney General Webster

Chief Dennis Long
Poplar Bluff

Sheriff Bill Heaton
Butler County

Max Clodfelter
Butler County Probation and Parole

Sheriff Henry Snyder
Wayne County

Sheriff Jake Rone
New Madrid County

Sheriff Jack Davis
Pemiscot County

Sheriff Jim Elliott
Dunklin County

Leigh Ann Hall
Community Council on Child Abuse and Neglect

Chief Doyle Crow
Palma Police Department

Honorable John A. Clark
Butler County Circuit Court

J.R. O'Daniel, Investigator
Stoddard County Prosecutor's Office

Mary Ann Allen
Haven House: Coalition Against Domestic Violence

Sheriff Paul Bryant
Carter County

Sheriff Larry Rutledge
Shannon County

Sheriff Nick Pepmiller
Ripley County

GOVERNOR'S CRIME COMMISSION
ATTORNEY GENERAL WILLIAM WEBSTER, CHAIRMAN

Cape Girardeau
September 12, 1991
2 p.m. - 4 p.m.

Opening Remarks by Attorney General Webster

Mayor Gene Rhodes
Cape Girardeau

Captain Steve Strong
Cape Girardeau Police Department

Jim Hahn, Former Assistant Prosecutor
Cape Girardeau

Chief Robert Oder
Farmington Police Department

Sheriff William Ferrill
Scott County

Sgt. James Keathley
Missouri Highway Patrol

Steve Narrow
Missouri Board of Probation and Parole

Sheriff Norman Copeland
Cape Girardeau County

Chief Howard Boyd
Cape Girardeau Police Department

Sheriff Franklin Schmidt
Perry County

Butch Aman
Fire Investigator

Pamela Johnston
Southeast Missouri Crime Lab

Sheriff Walter Buerger
Jefferson County

GOVERNOR'S CRIME COMMISSION
ATTORNEY GENERAL WILLIAM WEBSTER, CHAIRMAN
Hannibal

September 16, 1991
9:30 a.m. - Noon

Opening Remarks by Attorney General Webster

Mayor John Yancey
Hannibal

Chief John Waldschlager
Hannibal Police Department

Earl Mangrum
Division of Family Services

Sheriff Daniel Campbell
Marion County

Sheriff Don St. Clair
Ralls County

Sheriff Jim Wells
Pike County

Sheriff Robert Whitmer
Lewis County

Captain Lloyd Meyer
Missouri Highway Patrol

Chief Joseph Rufkahr/Captain Dennis Cupp
Moberly Police Department

Sgt. Kenneth Lee
Bowling Green Police Department

Linda Tompkins, Executive Director
AVENUES, Inc.

Bob Hicks
Missouri Board of Probation and Parole

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Monday, Sept. 16, 1991
Kirksville Agenda

Opening Statements

Tom Hensley
Adair County Prosecutor

Chief David Pingel
Kirksville Police Department

Sheriff Randall Forquer
Adair County

Sheriff Billie Snodgrass Jr.
Scotland County

John E. Casey
Linn County Prosecutor

Director Lisa Sprague
Campus Safety and Security
Northeast Missouri State University

Director Matt Eichor
Criminal Justice Division
Northeast Missouri State University

Director Kim LeBaron
Violence Intervention Services Inc.

Sterling Ruddy
Kirksville resident

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Tuesday, Sept. 17, 1991
Springfield Agenda

Opening Statements

Chief Terry Knowles
Springfield Police Department

Captain Stephen Johnson
Missouri Highway Patrol, Troop D

Officer Robby O'Neil
Springfield Police Department
Mothers Against Drunk Driving

Corporal Steve Blunt
Springfield Police Department
DARE Program (Drug Abuse Resistance Education).

Coordinator Dottie Mullikin
Ozarks Fighting Back

Director Judy Compere
Rape Crisis Assistance Service

Sheriff Steve Whitney
Christian County

Vern Pugh, Director
Target Programs

Major Jacob Bender
Springfield Salvation Army

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Tuesday, Sept. 17, 1991
Joplin Agenda

Welcoming Remarks
Julio Leon, President
Missouri Southern State College

Opening Statements

Dick Godsey, President
Missouri Victims Assistance Network

Jack Spurlin
Director of Criminal Justice programs
Missouri Southern State College

David C. Dally
Prosecuting Attorney
Jasper County

Rusty Shelley
Athletic Director
Joplin R-8 School District

Lt. Dale Owen
Joplin Police Department

Capt. Kevin Davis
Carthage Police Department

Sheriff Ron Doerge
Newton County

Linda Carlson
Executive Director, Region X
Area Agency on Aging

Sherry Gant
Psychologist
Lafayette House

Ron Woody, Director
Jasper County Family Services

GOVERNOR'S CRIME COMMISSION
ATTORNEY GENERAL WILLIAM L. WEBSTER, CHAIRMAN
September 19, 1991
Rolla Agenda

Opening Remarks by Attorney General Webster

Mayor Floyd Ferrell
Rolla

Chief Mike Snavelly
Rolla Police Department

Sheriff Roy Bassett
Maries County

Captain Gary White
Missouri State Highway Patrol

Chief Ed Conley
Waynesville Police Department

Sheriff Don McCulloch
Pulaski County

Sheriff Don Blankenship
Phelps County

Chief Tom Julian
Saint Robert Police Department

Sheriff Ralph Rider
Camden County

Sheriff Alan Strobe
Miller County

Sheriff Bob Kent
Crawford County

Jeannie Hedge
M.A.D.D.

GOVERNOR'S CRIME COMMISSION
ATTORNEY GENERAL WILLIAM L. WEBSTER, CHAIRMAN
September 19, 1991
Lebanon Agenda

Opening Remarks by Attorney General Webster

The Honorable Beth Long
Missouri House of Representatives, District 142

Sheriff Robert Dotson
Laclede County

Chief David Anderson
Buffalo Police Department

Michael Holznecht
Hickory County Prosecutor

Greg Kays
Laclede County Prosecutor

David Millsap
Laclede County Juvenile Officer

The Reverend Jim Ireland, Coordinator
Lebanon Shelter for Domestic Violence

The Honorable Jay Nixon
Missouri Senate, District 22

Karen Blair
Citizens Against Domestic Violence

Alberta Slavin
Lebanon resident

GOVERNOR'S CRIME COMMISSION
ATTORNEY GENERAL WILLIAM L. WEBSTER, CHAIRMAN
Kansas City, Missouri
September 25, 1991
1 p.m. - 4 p.m.

Opening Remarks by Attorney General Webster

Mayor Emanuel Cleaver
Kansas City

Jean Paul Bradshaw
United States Attorney

Chief Steven Bishop
Kansas City Police Department

Al Brooks
AD HOC

Cliff Sargeon
AD HOC

Charlynn Smith
Mothers Against Drunk Driving

Captain Shay East
Missouri Highway Patrol

Palle Rilinger
Metropolitan Organization to Counter Sexual Assault

Irene Dean
Parents of Murdered Children

Honorable Doug Harpool
Missouri House of Representatives

James Mooney
Victims Services for Juvenile Division of 16th Circuit

Roy Johnson
Westport Crime Prevention

Mary Alice Corcoran
Volker Neighborhood Association

Carol Adams
Mid-America Regional Council

Governor's Commission on Crime
St. Alphonsus Rock Church
St. Louis, Missouri
September 26, 1991

Welcoming Remarks

Captain Jack Titone
Ninth District, St. Louis Police Department

The Jesus Gang

Ms. Arnetta Kelley, Director

Opening Statement

Attorney General William L. Webster

St. Louis Police Department

Colonel David A. Robbins
President, St. Louis Police Board of Commissioners

Colonel Clarence Harmon
Chief, St. Louis Police Department

Missouri Highway Patrol

Captain Dale Buschmann
Commander, Troop C, Missouri Highway Patrol

Missouri Police Chiefs Association

Colonel Robert G. Lowery
Chief, Florissant Police Department

Colonel Carl Wolf
Chief, Hazelwood Police Department

Vashon High School

Vashon High School Student Council member

Ninth District Businesses

Mr. Charles Mischeaux
First Vice President, 9th District Business Association
President, St. Louis Chapter NAACP

Mr. Eugene Kilgen
Executive Director, Central Westend South Business Association
Director, Washington University Redevelopment Corporation

The Midtown Alliance and Grand Center Neighborhood

Mr. Thom M. Digman
Vice President, City Center Redevelopment Corporation
Chairman, Midtown Alliance

Covenant Neighborhood

Reverend Ike Hentrell
Pastor, Scruggs Memorial Episcopal Church

Ms. Marie Spruell
Neighborhood Coordinator, Covenant Community

Sister Joy Jenson
Community Activist, Saint Alphonsus Rock Church

Blumeyer Neighborhood

Ms. Regina Boyd
President, Blumeyer Tenant Board

Ms. Arnetta Kelley
Director, Blumeyer Youth Services

Mr. Alvin Wilson
Chief of Security, Saint Louis Housing Authority

The Honorable Velma Bailey
Aldерwoman for the City of St. Louis

Saint Louis University

Ms. Sandra Norman
Director, Student Volunteers—Saint Louis University

Housing and Urban Development

Mr. Kenneth Lang
District Office Director, HUD

The Whole New Area

Ms. Cheryl Wilson
Member, Whole New Area Planning Committee

Crime Prevention and Victims' Service Agencies

Ms. Korky Holton
Chairman, St. Louis Crimestoppers

Mr. Ed Stout
Director, Aid for Victims of Crime, Inc.

Ms. Julie Swanson
Director, Victim's Services

Ms. Kathy Tofall
Director, Victim's Service Council

Ms. Joleene Unnerstall
Education Coordinator, Women's Self-Help Center

Ms. Beth Ferguson
Attorney, Advocates' Services for Abused Women

GOVERNOR'S COMMISSION ON CRIME
Attorney General William L. Webster, Chairman

Friday, Oct. 4, 1991
Jefferson City Agenda

Opening Statements
William L. Webster

Chief Gary Kempker
Jefferson City Police Department

Colonel C. E. Fisher, Superintendent
Missouri State Highway Patrol

Richard G. Callahan
Cole County Prosecutor

Cranston J. Mitchell, Chairman
Board of Probation and Parole

Sheriff John C. Hemeyer
Cole County

Sheriff Robert Mathis
Gasconade County

Sheriff Marvin D. Owens
Osage County

Sheriff Kenny Jones
Moniteau County

Mayor Louise Gardner
Jefferson City

Gary Stangler, Director
Department of Social Services

Collen Coble, Executive Director
Missouri Coalition Against Domestic Violence

Rashid Abdul-Salaam
citizen

Columbia Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Jean Paul Bradshaw

Nathan B. Walker

Preston Bass

Don Bolli

Chuck Wilson

Oral Testimony:

Mayor Mary Ann McCullum
Columbia

Dick Green, Director
Parks and Recreation Dept., Columbia

Dr. George Brooks
Community Leader

Chief Ernie Barbee
Columbia Police Department

Sheriff Ted Boehm
Boone County

Joe Moseley
Prosecuting Attorney, Boone County

Colleen Coble, Director
Missouri Coalition Against Domestic
Violence

Chief Richard Gillespie
Fulton Police Department

Chief Ron Mason
University of Missouri-Columbia Police
Department

Wayne Thomason
Law Enforcement Training Institute of
Columbia

Pat Glasier, Director
The Shelter

Lee Koury
Columbia Housing Authority

Sedalia Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Jean Paul Bradshaw

Gary Starke

Nathan B. Walker

Others in attendance:

Mayor Adam W. Agee
City of Slater

Oral Testimony:

Sheriff Gary Starke
Pettis County

Corporal Randy Vick
Johnson County

Sheriff Jerome Wareham
Henry County

Sheriff Robert N. Breshears
Benton County

Chief Doug Bolar
Sedalia Police Department

Chief Robert Pattison
Clinton Police Department

Chief Tom VanZandt
Lexington Police Department

Chief Kerrick Alumbaugh
Higginsville Police Department

Liz Wehrle
Executive Director, Survival Adult Abuse
Inc.

Lorene Obong
Executive Director, Citizens Against Spouse
Abuse, Inc.

Tim Rucker
Crime Prevention Officer, CMSU Depart-
ment of Public Safety

Tim Larimore
Lafayette County Prosecutor

Jeff Mittelhauser
Pettis County Prosecutor

David and Nancy Kirby
Sedalia

Written Testimony:

Stanley M. Thompson
Ray County Prosecutor

Mayor Leroy Fisher
City of Blairstown

Maryville Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Gary P. Maddox

Nathan B. Walker

Others in attendance:

Mayor Vilas Young
City of Maryville

Lieutenant David W. Lin
Maryville Department of Public Safety

Oral Testimony:

Keith Wood
Maryville Department of Public Safety

David McLaughlin
Associate Professor of Government, North-
west Missouri State University

Rick Bradley
Fourth Circuit Juvenile Officer

Gilbert Whitney, Chairman
Northwest Missouri Area Agency on Aging

Chief Mike McAdams
Tarkio Police Department

Mike Thompson
Lay Pastor, Jail Ministry

Reverend Don Childers
Nodaway County Ministerial Alliance

Honorable John C. Andrews
Circuit Judge, Fourth Circuit Court

Officer Richard Moore
Campus Safety, NWMSU

St. Joseph Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Jean Paul Bradshaw

Gary P. Maddox

Nathan B. Walker

Oral Testimony:

Chief Arthur Kelly, III
Saint Joseph Police Department

Carl Butcher
Chairman, Department of Criminal Justice
Missouri Western State College

Sheriff Loren Kier
Andrew County

Dwight K. Scroggins, Jr.
Buchanan County Prosecutor

Diana Taylor, Director
YWCA Women's Abuse Shelter

Sheriff Mickey Gill
Buchanan County

Robert B. Paden
DeKalb County Prosecutor

Sheriff Roger Pollard
Clinton County

Larry Andrews
Associate Prof., Dept. of Criminal Justice
Missouri Western State College

Captain Fred M. Mills
Missouri Highway Patrol, Troop H

Ms. Dee Sundet
St. Joseph

Judge Edwin Smith
Presiding Judge, 5th Judicial Circuit

David Shoemaker
St. Joseph

Mayor Keith Stanton
City of Savannah

Written Testimony:

Mayor Randall Relford
City of Cameron

Poplar Bluff Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Nathan B. Walker

Oral Testimony:

Chief Dennis Long
Poplar Bluff Police Department

Sheriff Bill Heaton
Butler County

Max Clodfelter
Butler County Probation and Parole Office

Sheriff Henry Snyder
Wayne County

Sheriff Jack Davis
Pemiscot County

Sheriff Jim Elliot
Dunklin County

Leigh Ann Hall
Community Council on
Child Abuse and Neglect

Chief Doyle Crow
Parma Police Department

Judge John Clark
Butler County Associate Circuit Court

Judge Fred Copeland
34th Judicial Circuit

Mary Ann Allen
Haven House

Sheriff Paul Bryant
Carter County

Deputy Sheriff John Smith
Shannon County

Cape Girardeau Hearing

Commissioners in attendance:

Attorney General William L. Webster

Nathan B. Walker

Larry Ferrell

Oral Testimony:

Mayor Gene Rhodes
Cape Girardeau

Captain Steve Strong
Cape Girardeau Police Department

Jim Hahn
Former Asst. Prosecutor, Cape Girardeau

Chief Robert Oder
Farmington Police Department

Sheriff William Ferrill
Scott County

Jack Smart
Teen Challenge

Sgt. James Keathley
Missouri Highway Patrol

Chief Howard Boyd
Cape Girardeau Police Department

Steve Narrow
Missouri Board of Probation and Parole

Sheriff Norman Copeland
Cape Girardeau County

Sheriff Franklin Schmidt
Perry County

Butch Aman
Cape Girardeau Fire Investigator

Pamela Johnston
Southeast Missouri Crime Lab

Sheriff Dan Mesey
Bollinger County

Hannibal Hearing

Commissioners in attendance:

Attorney General William L. Webster

Nathan B. Walker

Richard C. Rice

Don Bolli

Oral Testimony:

Mayor John Yancey
Hannibal

Chief John Waldschlager
Hannibal Police Department

Earl Mangrum
Division of Family Services

Sheriff Daniel Campbell
Marion County

Sheriff Don St. Clair
Ralls County

Captain Lloyd Meyer
Missouri Highway Patrol

Sgt. Kenneth Lee
Bowling Green Police Department

Linda Tompkins, Executive Director
AVENUES, Inc.

Bob Hicks
Missouri Board of Probation and Parole

Kirksville Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Richard C. Rice

Nathan B. Walker

Others in attendance:

The Honorable Stephen L. Danner
Missouri Senate, District 28

The Honorable Kathleen Steele
Missouri House of Representatives,
2nd District

Chief Ruf Kahr
Moberly Police Department

Captain Dennis Cupp
Moberly Police Department

Oral Testimony:

Tom Hensley
Adair County Prosecutor
Chief David Pingel
Kirksville Police Department

John E. Casey
Linn County Prosecutor

Mike Waddle, Chief Juvenile Officer
Second Judicial Circuit

Sheriff Randall Forquer
Adair County

Sheriff Gene Roebuck
Macon County

Sheriff Junior Snodgrass
Scotland County

Lisa Sprague
Director, Campus Safety and Security
Northeast Missouri State University

Matt Eichor
Director, Criminal Justice Division
Northeast Missouri State University

Sterling Ruddy
Kirksville

Springfield Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Jean Paul Bradshaw

Bob Crancer

James Elder

John T. Pierpont

Richard C. Rice

The Honorable Dennis Smith

Nathan B. Walker

Tom Ward

Others in attendance:

The Honorable Phil Wannemacher
Missouri House of Representatives,
District 139

The Honorable Connie Wible
Missouri House of Representatives,
District 135

Oral Testimony:

Major Ron Worsham
Springfield Police Department

Captain Stephen Johnson
Missouri Highway Patrol, Troop D

Officer Robby O'Neal
Springfield Police Department

Barbara Gaylor
Mothers Against Drunk Driving

Corporal Steve Blunt
Springfield Police Department

Dottie Mullikin
Coordinator, Ozarks Fighting Back

Judy Compere
Director, Rape Crisis Assistance Services

Sheriff Steve Whitney
Christian County Sheriff

Major Jacob Bender
Springfield Salvation Army

Ron Rogers
Springfield

Written Testimony:

Christine Squibb
Executive Director,
Ozarks National Council on Alcoholism
and Drug Dependence, Inc.

Joplin Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Richard C. Rice

Nathan B. Walker

The Honorable M. Keithley Williams

Others in attendance:

The Honorable Marvin Singleton
Missouri Senate, District 32

The Honorable T. Mark Elliott
Missouri House of Representative,
District 126

Mayor Cheryl Dandridge
City of Joplin

Dr. Julio Leon
President, Missouri Southern State College

Dr. Robert Brown
Vice President, Academic Affairs
Missouri Southern State College

Dean James Maupin
School of Technology
Missouri Southern State College

Oral Testimony:

Dick Godsey, President,
Missouri Victims Assistance Network

Jack Spurlin
Director of Criminal Justice
Missouri Southern State College

David Dally
Jasper County Prosecutor

Rusty Shelly
Athletic Director,
Joplin R-8 School District

Lieutenant Dale Owen
Joplin Police Department

Captain Kevin Davis
Carthage Police Department

Sheriff Ron Doerge
Newton County

Dr. Sherry Gant
Psychologist, Lafayette House

Sheriff W. J. (Bill) Pierce
Jasper County

Ron Woody
Director, Jasper County Family Services

Written Testimony:

Chief Ed Ellefson
Carthage Police Department

Captain Terry B. Herron
Acting Chief of Police, Neosho Police Dept.

Rolla Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Nathan B. Walker

Bob Crancer

Tom Ward

Richard C. Rice

The Honorable Mildred Humphreys

Diane Kerckhoff

Oral Testimony:

Mayor Floyd Ferrell
Rolla

Chief Mike Snively
Rolla Police Department

Captain Gary Whitner
Missouri Highway Patrol

Chief Ed Conley
Waynesville Police Department

Chief Tom Julian
St. Robert Police Department

Sheriff Don Blankenship
Phelps County

Sheriff Ralph Rider
Camden County

Sheriff Allan Strobe
Miller County

Sheriff Bob Kent
Crawford County

Sheriff Buck Buerger
Jefferson County

Jeannie Hedge
Mothers Against Drunk Driving

Lebanon Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Bob Crancer

The Honorable Mildred Humphries

Richard C. Rice

Nathan B. Walker

Tom Ward

Others in attendance:

Marshall Lawrence Rifenburg
City Marshall, Conway Missouri
Former Sheriff of Laclede County

Oral Testimony:

The Honorable Beth Long
Missouri House of Representatives,
142nd District

Officer John Maddox
Buffalo Police Department

Captain Cy Davis
Missouri Highway Patrol, Troop G

Michael Holznecht
Hickory County Prosecutor

Greg Kays
Laclede County Prosecutor

David Millsap
Laclede County Juvenile Officer

Pastor Jim Ireland, Coordinator
Lebanon Shelter for Domestic Violence

Karen Blair and "Jane Doe"
Citizens Against Domestic Violence

The Honorable Jay Nixon
Missouri Senate, District 22

Alberta Slavin
Lebanon

Kansas City Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Jean Paul Bradshaw

Nathan B. Walker

Steven Bishop

Preston Bass

Jerry Fogel

Honorable Pat Kelly

Dr. Vernon Rice

Special Hearing Commissioner:

Ray Price
Board of Police Commissioners

Oral Testimony:

Mayor Emanuel Cleaver
Kansas City

Jean Paul Bradshaw
U.S. Attorney, Western District

Chief Steven Bishop
Kansas City Police Department

Sgt. Hardie Smith
Kansas City Police Officer

Officer Peter Schilling
Kansas City Police Officer

Al Brooks, Director
Ad Hoc

Diane Charity
Kansas City Resident

Emanuel Kind
Kansas City Resident

Denise Hall
Kansas City Resident

Gail McCoy
Kansas City Resident

Cliff Sargeon, Chairman
Ad Hoc

The Honorable Doug Harpool
Missouri House of Representatives

The Honorable Mary Groves Bland
Missouri House of Representatives

Charlynn Smith
Mothers Against Drunk Driving

Captain Shay East
Missouri Highway Patrol

Palle Rillinger
Metropolitan Organization to Counter
Sexual Assault

Irene Dean
Parents of Murdered Children

Albert Smith
Parents of Murdered Children

Bobby Hilford
Parents of Murdered Children

James Mooney
Victim's Services for Juvenile Division of
16th Circuit

Roy Johnson
Westport Crime Prevention

Mary Alice Corcoran
Volker Neighborhood Association

Representatives of the
Blue Hills Community Association

Joelouis Mattox
Kansas City Housing Authority

Reverend Beal Fountain
Kansas City

St. Louis Hearing, September 26

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Marion Cairns

Bob Crancer

James DeClue

Clarence Harmon

Steven B. Higgins

Diane Kerckhoff

Kevin L. King

Neil F. Kurlander

Gary P. Maddox

Jean H. Mathews

The Honorable Edward Ottinger

H. S. Puri

David A. Robbins

Tom Ward

George H. "Bert" Walker

Nathan B. Walker	Kenneth Lang District Office Director, HUD
The Honorable Roger B. Wilson	Cheryl Wilson Whole New Area Planning Committee
<i>Special Hearing Commissioners:</i>	<i>Written Testimony:</i>
John P. King	Mayor James W. Graham, Jr. City of Fenton
The Honorable Anthony D. Ribaud	Colonel Ronald A. Battelle Superintendent of Police St. Louis County Police Department
<i>Oral Testimony:</i>	Mayor Grace M. Nichols City of St. Charles
Colonel David A. Robbins President, St. Louis Police Board of Commissioners	Colonel Jerry T. Burke Chairman, M. E. G. N. E. Normandy Police Department
Colonel Clarence Harmon Chief, St. Louis Police Department	Chief Robert L. Stewart Berkeley Police Department
Captain Dale Buschmann Commander, Troop C, Missouri Highway Patrol	Ed Stout Director, Aid for Victims of Crime, Inc.
Colonel Robert G. Lowery Chief, Florissant Police Department	St. Louis Hearing, October 9
Colonel Carl Wolf Chief, Hazelwood Police Department	<i>Commissioners in attendance:</i>
DeAndre Boyd Vashon High School	Bob Crancer
Tyrone Wilson Vashon High School	Kevin L. King
Father Chuck Beierwalters St. Alphonsus Rock Church	Jean Mathews
Charles Mischeaux First V.Pres., 9th District Business Assoc.	Nathan B. Walker
Eugene Kilgen, Director, Washington University Redevelopment Corp.	Tom Ward
Thom Digman, Chairman Midtown Alliance	<i>Special Hearing Commissioner:</i>
Reverend Ike Hentrell Pastor, Skruggs Memorial Episcopal Church	Jack Titone
Marie Spruell Neighborhood Coordinator, Covenant Community	<i>Oral Testimony:</i>
Sister Joy Jenson Community Activist, Saint Alphonsus Rock Church	Korky Holton, Chairperson St. Louis Crimestoppers
Regina Boyd President, Blumeyer Tenant Board	Julie Swanston Director, Victim's Services St. Louis Circuit Attorney's Office
Arnetta Kelley Director, Blumeyer Youth Services	Kathy Tofall Executive Director, Victim's Service Council
Alvin Wilson, Chief of Security, Saint Louis Housing Authority	Joleene Unnerstall, Education Coordinator, Women's Self-Help Center
The Honorable Velma Bailey Alderdwoman for the City of St. Louis	Beth Ferguson Attorney, Advocates' Services for Abused Women
Sandra Norman, Director Student Volunteers—Saint Louis University	Greg Thomas Missouri Deputy Sheriffs' Association

Jefferson City Hearing

Commissioners in attendance:

Attorney General William L. Webster,
Chairman

Bob Crancer

John H. Coburn

Debbie Ferguson

C. E. Fisher

Kevin King

Gary Maddox

Dick D. Moore

David E. Scott

Nathan B. Walker

Tom Ward

Others in attendance:

The Honorable Carl Vogel
Missouri House of Representatives,
District 11

Oral Testimony:

Chief Gary Kempker
Jefferson City Police Department

Cranston Mitchell, Chairman
Missouri Board of Probation and Parole

Sheriff John C. Hemeyer
Cole County

Sheriff Marvin D. Owens
Osage County

Sheriff Kenny Jones
Moniteau County

Sheriff Robert Mathis
Gasconade County

Richard G. Callahan
Cole County Prosecutor

Mayor Louise Gardner
City of Jefferson City

Colonel C. E. Fisher
Superintendent
Missouri State Highway Patrol

Gary J. Stangler, Director
Dr. Colleen Kivilhan, Medical Director
Department of Social Services

Colleen Coble
Executive Director, Missouri Coalition
Against Domestic Violence

Written Testimony:

The Honorable Jim Barnes
Speaker Pro Tem,
Missouri House of Representatives

Acknowledgments

*The Governor's Commission on Crime
extends special thanks to the following
individuals for their contribution to this
project:*

Missouri Department of Public Safety

Richard C. Rice, Director

Gary P. Maddox, Assistant Director

Deborah A. Ferguson, Assistant Director

Darlene R. Shikles

David E. Rost

Kenneth D. Higgins

Donny Schulte

Grace A. Kallenbach

Marcia Haldiman

Jeananne Markway

Office of the Missouri Attorney General

Nathan B. Walker

Kevin L. King

Mary Jenkins

Betty Jo Schubert

A. John Baker

Renee Howell

Ron Lynn

Todd P. Graves

Eric G. Zahnd

Christopher Koster

